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ABSTRACT

These four issues of "Trustee Quarterly" focus on topics of current concern to community college trustees. The winter 1991 issue contains articles examining the trustee role in helping diverse students achieve, a reconceptualization of community college finance, the development of a statewide communications plan by the Washington trustees, an ethics policy developed at Richland Community College (Illinois), a campus trends report focusing on faculty shortages and general education requirements, and a commentary on two initiatives offering promise for vocational education. The spring 1991 issue discusses a vision of the Association of Community College Trustees' (ACCT's) future, recruiting and retaining minority faculty, the benefits of community college wellness programs, community college fundraising, the responsibilities of a board chair, and a commentary on the importance of quality in the community colleges. The summer 1991 issue features articles on the dangers of special interests to community college boards, effective board/president relations, the implementation of a comprehensive salary reduction plan in Rhode Island, the consequences of budget cuts in North Carolina, the trustee role in a college's public relations plan, and a commentary on the community college's latest mission. The final issue, fall 1991, contains articles examining the deficit dilemma, how well the system works when governors appoint local community college board members, the role of the interim president, the economic impact of Garden City Community College (Kansas), the success of Los Rios Community College District (California) transfer students, and a commentary on trustees' selection of future community college presidents. (JMC)

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Trustee Quarterly, 1990 (Four Issues)

Winter, Spring, Summer, Fall 1991

Association of Community College Trustees
Annandale, Virginia

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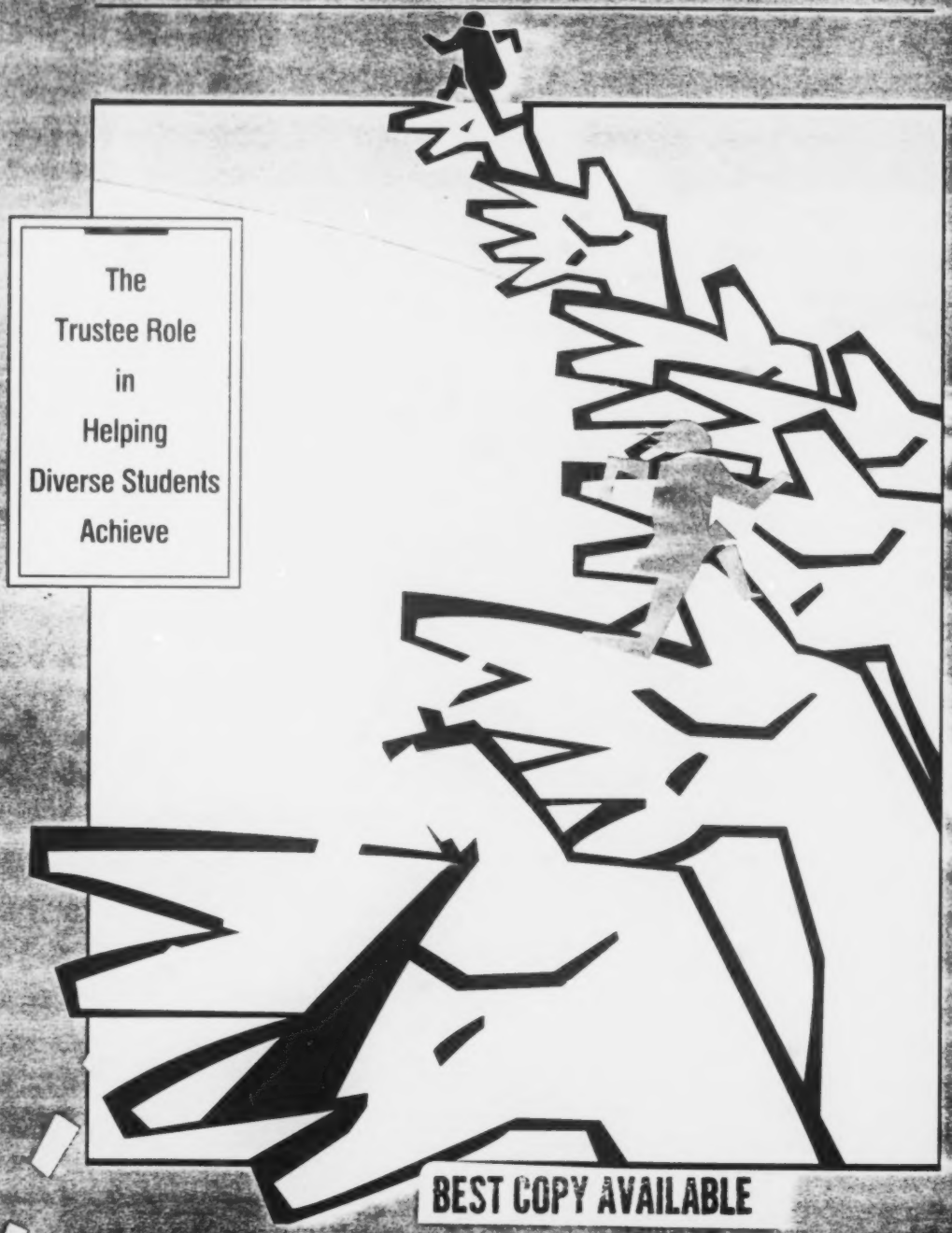

The Trustee Role in Helping Diverse Students Achieve

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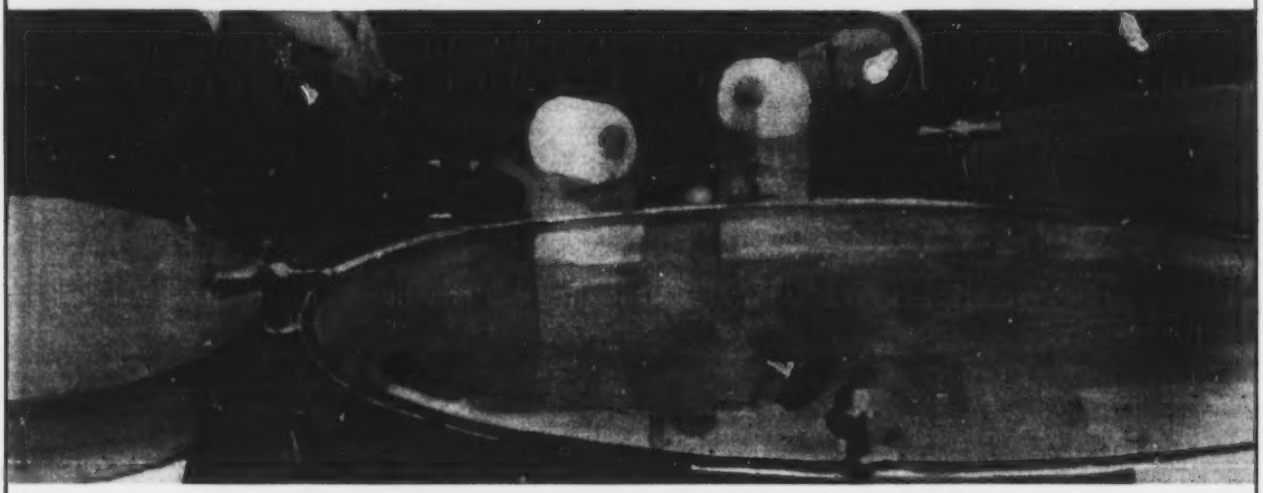

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Director of Publications: Sally Hutchins
Executive Director: Ray Taylor

Association of Community College Trustees
1740 "N" Street, NW
Washington, DC 20036
(202) 347-1740

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The Trustee Role in Helping Diverse Students Achieve

The responsibilities of a governing board clearly include oversight of the educational program, but trustees are often criticized for abdicating this responsibility to the president and the faculty. In this article, I argue that trustees have the responsibility for ensuring that the educational programs of the institutions they oversee are designed to cope with student underpreparation, arguably the most important educational issue of the next decade. The opinion is not exclusively mine. Cross and Fideler, in a recent issue of the *Journal of Higher Education*, point out that student preparation moved from fourth among the concerns of community college administrators in 1978 to the top concern by 1985.

The reasons for this concern are not hard to discover. More than half of all entering community college students lack the basic skills to do credible academic work. In urban institutions the numbers range from 75 to more than 95 percent. Instead of approval for providing opportunities, community colleges now often are criticized because of declining graduation or transfer rates.

Differential rates of achievement for ethnic and racial minorities complicate the issue. California community colleges enroll 40 percent of all high school graduates but 80 percent of all graduates of color. African-Americans and Hispanics are less well represented among graduates and transfer students than Anglos and Asian-Americans. In Florida, the State University System reports that African-Americans represent 18 percent of high school graduates, 13 percent of community college enrollments, and 5 percent of those who graduate from community colleges.

While it is reasonable to argue that students attend community colleges for many reasons that do not involve graduation or transfer, it requires more imagination to argue that the reasons African-Americans, Hispanics, and American Indians attend are sufficiently different from the reasons of Anglos and Asian-Americans to account for the differences in outcomes. This argument is particularly problematic for institutions established to reduce differences in access to higher education.

Why Is There a Student Preparation Problem?

Policy makers in the '60s found two compelling arguments in favor of community colleges as access institutions. They were cheap and they kept under-prepared students from cluttering up four-year colleges until they had proven themselves. In the early '70s, most college leaders assumed that growth in student numbers would continue indefinitely, at least for their institution. As a result many state systems of higher education found themselves over-built in the late '70s and early '80s. Institutions, which only a few years earlier had been bragging about how many students they turned away, began recruiting ever larger proportions of the traditional-age student population. To replace students recruited away by four-year schools, community colleges increasingly sought out non-traditional students, many of whom were completely unprepared for any form of collegiate academic work, however defined. One result was the massive preparation problem noted above.

What Are the Choices for Responding to Student Preparation Problems?

Open-door colleges have three choices when the students who show up are a poor match for the programs they offer. In the first, programs are changed to ones that are a better match. In *Diverted Dream*, Brint and Karabel (1989) argue that the increasing vocational emphasis of community colleges occurred because of a conspiracy led by the American Association of Community and Junior Colleges in an effort to find a secure market niche for the institutions it represented. It seems far more likely that career education expanded because community colleges were concerned about finding programs their less-prepared students could complete. Regardless of the explanation, one result has been to channel African-American, Hispanic, and American Indian students away from professions that require the baccalaureate degree.

A second choice reduces the standards for completing the same programs. Community college board members and administrators don't like to talk about this possibility, but research completed at Arizona State and the University of Texas at Austin in the early '80s indicated that faculty members in classrooms where half or more of the students were under-prepared, found ways of helping students learn content without requiring them to use reading and writing skills traditionally associated with college work, to avoid failing an excessive number. The report *(Literacy in the Open-Access College*, 1983*)* described this process as "leveling down content rather than leveling up students."

H. L. Mencken observed, "For every complex problem there is a simple answer—and it is wrong." As can be seen, there are two simple answers to student preparation problems—change the programs or change the standards. Both are wrong in terms of the purposes community colleges were established to serve. There is a third choice, but it is more expensive and more complex than the first two.

Community colleges can change their learning environments so that more students complete the same programs with the same standards. While learning environments that encourage more students to achieve traditional college objectives will benefit all students; African-American, Hispanic, and American Indian students will benefit the most because they depend more on community colleges for access and because proportionately more are under-prepared.

What Can Trustees Do to Support the Third Alternative?

But is it possible? Can community colleges really help less well-prepared students attain traditional goals and standards by changing learning environments, or as one faculty member suggested, is this "equivalent to reducing the national debt without raising taxes?"

Current research, as well as the experiences of a growing number of two- and four-year colleges, suggest that more students can be helped to achieve traditional college objectives without diluting standards. Trustees can help to establish learning environments responsive to student diversity by asking the right questions and by continuing to ask them until they get the right answers. Here are seven questions trustees should ask, as well as some of the answers that suggest a college is committed to improving achievement rather than modifying programs or standards.

1. Does your college ensure that students have the reading, writing, and mathematics skills required for success in the courses they enter?

The '70s practice was described as the right to fail. Students were allowed to enroll in any course for which there was no prerequisite, regardless of preparation. This practice led to watered down standards in the classroom. Today a growing number of community colleges assess all entering students using some standardized or home-grown measure of basic skills. Students assessed as under-prepared must correct deficiencies before enrolling in regular college credit courses. A number of states including Texas, Tennessee, Florida, Georgia, and New Jersey have mandated assessment and prescribed the test. New Mexico has passed legislation establishing a report card that will require institutions to pay attention to this area without being prescriptive about how they do it.

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2. What programs and services does your college provide for students who are under-prepared? How good are they?

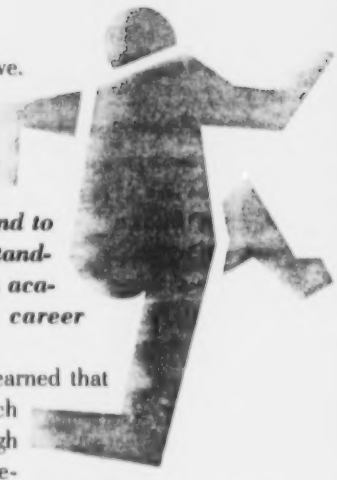
If the right to fail is to be replaced by the opportunity to succeed, your college must offer enough courses, tutoring, and learning laboratories to ensure that under-prepared students have a reasonable chance to overcome their lack of preparation. As trustees you should know what proportion of the students your college identifies as needing remedial work receive it in the appropriate sequence. Some community colleges don't offer enough developmental courses at the right times to take care of all the students they have diagnosed as needing help. As a result, these students end up in regular classes where they lack the skills to succeed if standards are maintained. You should also know what proportion of those who enter remedial courses subsequently pass regular college credit offerings in the same subject. New Jersey has discovered that students who need remedial work and receive it succeed in higher proportions than those who enter fully prepared. Tutoring and walk-in learning laboratories are two of the most effective forms of assistance for under-prepared students. How much tutoring assistance does your college provide and what percent of student demand is met?

3. Does your college provide a reasonable opportunity for non-traditional students to get the courses they need to graduate?

Some community colleges concentrate on offering courses without prerequisites because these are the most cost-efficient—the ones with the largest enrollments. Frequently it is difficult for part-time students to get the advanced courses they need to earn a degree. Northhampton County Area Community College in Pennsylvania developed brochures showing the course sequence required for evening students taking two courses a semester to earn a degree and guaranteed to offer advanced courses on a regular schedule. Partly as a result, Northhampton had one of the highest graduation rates in the state.

4. Does your college work with junior high schools and high schools to tell students and their parents the courses students need to take to be well prepared for collegiate-level work and to encourage more minority youngsters to go on to college?

One unfortunate and unintended message of the open-door philosophy has been that it doesn't matter what or how well you do in high school; if you are a warm body you're admissible. To address this problem, community colleges are adopting junior high schools, as in Memphis, or developing academic enrichment and summer bridge programs, as in Phoenix, to help students strengthen preparation before they arrive on campus. The alternative high school at LaGuardia, since extended to other community colleges, is a proven way of helping "at risk" students stay in high school and achieve.



5. Does your community college provide mentors and advising to help first-generation college students make the right academic decisions and to develop an appropriate understanding of the relationship between academic work and subsequent career choices?

From our research, we have learned that student preparation involves much more than the courses taken in high school. Students who have college-educated parents and who attend schools where many of their peers plan to go on to college learn such survival skills as dealing with bureaucracies, managing their time, getting the right courses, and adapting to the campus that often elude their first-generation counterparts. Community colleges can help less sophisticated students persist and graduate when they provide mentors as does South Mountain Community College in Phoenix.

6. Does your college provide alternative learning arrangements so that students who need more time to achieve the same objective can obtain it?

A number of medical schools have simply made five-year programs out of four-year programs. Students take fewer courses each year but pass all of the courses they try instead of failing some and falling behind. Originally designed to encourage more minorities to enter medicine, the five-year program has also been popular for women with children. Other alternatives for providing more time include summer bridge programs offering college credit courses in an alternative format so that less well-prepared students begin college with six or more credits already banked, or providing more instruction within a standard class format as in offering five hours of instruction for three hours of credit.

7. What types of faculty behaviors are encouraged by the system of rewards and incentives and the arrangements for professional development in your college?

For the past three years we have been studying faculty behaviors as part of a research project funded by the Ford Foundation. We began with behaviors identified as effective by a teaching and learning project carried out at Miami-Dade Community College and added answers to two questions by community college students, faculty, and administrators in the Maricopa County Community College District in Arizona:

a. What is it that faculty members do that is most helpful to students in encouraging them to persist and achieve?

b. What actions by faculty members are most important in helping students prepare for the demands of advanced work?

Combining this information with experiences reported by other districts produced 44 different activities that together define the range of faculty behaviors in a community college. We selected a national random sample of 52 community colleges and asked faculty members in these institutions to tell us, through a survey, the extent to which these 44 behaviors were representative of what they did.

The results were very interesting.

a. There was high agreement about the behaviors that we labeled "traditional pedagogy." These included such statements as:

(1) know your subject matter

(2) present ideas clearly

(3) display enthusiasm in your work.

All faculty members agreed that these statements were highly descriptive of what they did.

b. We found faculty much less likely to identify behaviors associated with helping less well-prepared students achieve as descriptive of what they did as in such statements as:

(1) encourage the formation of study groups through assignments.

(2) relate content and assignments to students of varying racial and cultural backgrounds.

c. Faculty told us that such activities as:

(1) collaborating with high school teachers in related fields

and

(2) helping students transfer to a four-year institution

simply did not describe what they did at all.

How does your college define the role of faculty members? What controls and incentives exist to encourage excellence in performing that role? Are you satisfied with faculty members who do a good job of teaching their 15 credit hours in a traditional way and then leave to concentrate on outside jobs or vocations? Or do you expect faculty behaviors to reflect the needs of current students who may be different from the ones there when those faculty members were hired? And what expectations do you have for the faculty members you will be hiring in the next five to ten years to replace those who will retire? Will the behaviors you expect of them be any different from the ones you expect of those now employed?

Trustees Can Help Their Colleges Do a Better Job of Adapting to Student Diversity.

These are admittedly tough questions, but they are a part of the territory that goes with the responsibilities community college trustees have for overseeing the educational program. As we have studied how institutions change to help more diversely prepared students achieve, we have identified three stages. In the first, institutions eliminate academic, financial, and social barriers to participation. In the second, institutions help less well-prepared, first-generation college students strengthen preparation and see clear relationships between academic work and potential careers. In the third stage, institutions use student assessment and academic assistance to change learning environments so that more students achieve traditional objectives.

It is the responsibility of trustees working with the administrators and faculty members they appoint to make sure that institutions progress through these three stages rather than becoming bogged down in stage 1 where the open-door becomes a revolving door or in stage 2 where students are helped to attain meaningless credentials. They carry out this responsibility through managing culture. Managing culture means using strategic planning, accountability, and rewards and incentives to encourage values, priorities, and behaviors that support the achievement of all students.

The task is neither simple nor easy. But it can be done. The evidence from community colleges that are well on the way is already convincing. In the last decades of the current century, community colleges made universal access a reality. The task of the quarter-century ahead is to tighten the link between access and achievement. ■

—Richard C. Richardson, Jr., Associate Director
National Center for Postsecondary Governance and Finance
Professor, Educational Leadership and Policy Studies
Arizona State University

(This article is based on a speech given to the Association of Community College Trustees Western Region Seminar in Santa Fe, New Mexico, on June 8, 1990.)

Community College Finance: *Toward a Reconceptualization*

Community colleges are approaching a fiscal crisis of unprecedented proportions. With few exceptions, community colleges, like other public institutions of higher education in most states, are heavily dependent upon state funding, and as recent events in Massachusetts illustrate, state budget cuts can drop funding to bloodletting level faster than a governor can say "budget deficit." At no time since their creation have community colleges in the United States been in a more precarious position, and for the most part, neither practitioners nor scholars have faced the facts.

The fact is that the taxpaying public doesn't want to pay more taxes. Legislators, fingers on the public pulse, are reluctant to impose more taxes. College costs continue to rise. The nature of the enterprise being what it is, productivity gains are difficult to achieve. Although there are some states where population continues to grow, optimism remains high, and higher education growth is predicted, most states are facing a demographic dip that will erode further the size of the traditional-aged student pool along with steady inflation in energy costs, personnel salaries, and benefits.

Given a limited tax base, a negative attitude toward taxes, and rising costs, the state share of community college operations funding cannot and should not be counted on. While the situation is causing waves of concern among college leaders, policy makers, and scholars, the discourse has included no consideration of a shift in the funding paradigm. Without such a shift, the sector is slowly inviting disaster.

The finance of community colleges needs a reconceptualization. It is helpful to recall that widespread creation of community colleges occurred when existing public higher education institutions could not meet the need for a new concept of access to higher education. It is not unreasonable to envision a similarly dramatic response to a segment of higher education that cannot meet the need for new thinking about its own support. Although the problem affects all of public higher education, community colleges, which serve the most vulnerable segments of the population, are in the most vulnerable position in ways that become clearer as one sorts through parts of the problem.

Fiscal support for community colleges has come less and less from the local community in recent years. While community colleges are commonly viewed as local institutions, and the vast majority of community colleges describe responsiveness to the needs of the local community in their statements of mission, recent surveys reveal that funding for these colleges has been coming less and less from the local community and increasingly from the state. The result of that shift is funding which increasingly fails to meet the needs of the institutions. The issues raised by this funding dilemma suggest that a reconceptualization of financing strategies for community colleges is due.

State Support Trend

The trend away from local community colleges and toward increased state funding has been well documented. In 1978, S. V. Martorana reported in "Shifting Patterns of Financial Support" in *New Directions for Community Colleges, No. 22*, that the state burden for community college operating funds averaged approximately one-third in academic year 1955-56. By 1967-68, however, that share had risen to 54 percent. In contrast, the student share from 1955 to 1974 had remained approximately the same, reflecting a public policy approach that has characterized community college education to the present day: low cost to students as a means to encourage access.

James L. Wattenbarger has conducted

a biennial state survey on fiscal practice for some time and has documented the trend toward state support. In an article on "The Dilemma of Reduced Resources" in *New Directions for Community Colleges, No. 22* (1978), Wattenbarger reported that the state share of funding was 59 percent in academic year 1977-78, as compared with a 15 percent local contribution.

Wattenbarger and Sherry L. Mercer, reporting on a survey using 1985-86 as the base year in *Financing Community Colleges* (1988), indicate that the percentage for state support has remained essentially the same, with 29 percent of the responding states contributing as much as 70 percent or more as their share of community college operating support.

In an article on "State Support for Community Colleges" in *Grapevine* (January/February 1990), Edward R. Hines reports that there are currently 19 states where there is little to no local tax support.

As Hines makes clear, state support represents a significant amount. "In total, over $6 billion were appropriated to community colleges for FY1990. This amount represents over 15 percent of the national total of $39.3 billion appropriated to higher education in the current fiscal year. The importance of community colleges to the total higher education enterprise...cannot be overstated." (p. 2278)

It is interesting to note here that Hines is impressed with the $6 billion expenditure for community colleges. Community colleges enroll 50 percent of all undergraduate students but garner only 15 percent of the funds appropriated to higher education, an even more impressive fact.

In theory, support for community college operations comes from five sources: the state, the local district, the students (through tuition and fee payments), the federal government, and "other." "Other" is usually composed of grant funds, gifts, funds resulting from individual fund-raising efforts, and miscellaneous other sources.

The federal government traditionally contributes little outright support to community college operations funding with the exception of vocational education and other grant funds, but the sizable federal contribution through financial aid goes unreported, for the most part. Although federal support needs to be more carefully examined, most commentators on the topic of community college financial sources limit their discussion to the three major sources: state funds, local district funds, and student tuition and fees.

Support by local districts gradually waned, according to Wattenbarger and Mercer, with the huge growth in community colleges between 1950 and 1970. This decrease in support was accompanied by a general shift in fiscal support pattern from that of public schools to a pattern more characteristic of the higher education model. Pressure to shift support from the local district to the state rose along with the diversity of programs and the increase in nontraditional students. In fact, some states established community colleges without any local support at all: Virginia, Tennessee, and Alabama, for example. In California, local appropriations decreased by nearly 48 percent after the passing of Proposition 13 in 1985.

David W. Breneman and Susan C. Nelson, in *Financing Community Colleges: An Economic Perspective* (1981), point out the irony of the shift to state support: "The dilemma facing community colleges is that the share of support provided by local government is declining at the very time that their direction of development calls for increased local aid." (p. 207) They cite a 1977 AACJC survey on governance which found that 17 states had placed legal responsibility with the state board; 10 shared it with local boards, and nine gave final authority to local boards. They observe, as well, "He who pays the piper calls the tune."

S. R. Martorana and Eileen Kuhns, writing on "Designing New Structures for State and Local Collaborations" in *Renewing the American Community Colleges: Priorities and Strategies for Effective Leadership* (1985), observe that increased state fiscal responsibility, resulting in the emergence of fiscally dependent local boards, causes enormous political complexity, a view informally shared by many community college presidents. Martorana and Kuhns also note the "cooptation" of community college control by state boards of higher education, the members of which are preoccupied with and trained by four-year colleges and universities.

The trend to increased dependence upon state support has not resulted in greater equity or greater funding for community colleges. Although Breneman and Nelson observe that a logical rule of thumb for computing support of community colleges would be a one-third burden for each of the funding sources, the state, the local district, and the student, Kathleen E. Assar, in a doctoral dissertation (1984), points out that in states where control and financial responsibility with local districts is shared, more funds are allocated to community colleges; states with state-only control and funding spend the least on their community colleges.

Clearly, the trend to state funding has not necessarily resulted in more generous funding. As an example, in a January 1990 admission to community college presidents in Massachusetts, outgoing Chancellor of Higher Education, Franklyn Jenifer, admitted that the state contribution to the community college education of the Commonwealth's students amounted to less than two-thirds of previous levels.

In *Financing Community Colleges, 1983*, Wattenbarger and James Heck documented a trend toward the seeking

of federal funds and external support for operations in the face of states' use of enrollment caps to limit costs, state budget reversions which disabled institutional operating budgets, and funding trends which served to inhibit the diversity of colleges. States, they found, rarely recognized the differential costs of programs, some of which, like allied health programs, cost far more to deliver than liberal arts programs. Similarly, there was little general recognition of the problems encountered by very small colleges and rural colleges, which do not benefit from the economies of scale enjoyed by their larger counterparts. The effects of "lattice and ratchet" have yet to be detailed, where costs escalate through processes that have little to do with the education of students.

Trend Results

The result is a public higher education sector—the two-year college sector—faced with a seemingly intractable problem. As costs rise, public support declines. The success of community colleges in attracting nontraditional, minority, and immigrant students has resulted in increased demands on institutions. The flexibility of these institutions is constrained by the funding visions of legislators and policy makers who were the products of four-year institutions serving traditional 18- to 22-year-old students.

Community college leaders and policy makers who supported the movement from local to state funding (Assar, 1984, and Martorana and Kuhns, 1985), often out of concern about local political pressure on institutions and the undermining of institutional autonomy, find their ability to respond to community needs inhibited by state funding practices insensitive to these needs.

Community college presidents daily face the paradox of a local citizenry which urges local needs programming on the community college and and at the same time supports a tax revolt, and a local business community which decries the poor preparation of employees but is rarely willing to pay for community college training of those it will employ.

Response to these dilemmas has been varied. As W. Gary McGuire observed in "Emerging Trends in State Support" in *New Directions for Community Colleges, No. 22* (1978), community colleges have commonly—and largely ineffectively—responded by deferring maintenance, moving to increased employment of part-time and adjunct faculty, and postponing library and equipment purchases. Because nearly 90 percent of most community college operations funding goes for salaries and utilities (Wattenbarger and Heck, 1983), community colleges are frequently hamstrung in their attempts to reduce costs. As a consequence, most leaders and policy makers have turned to two approaches to the problem: "tinkering" with the funding formulas and more frequent calls to reverse low-tuition policies.

Adjusting Formulas

The tendency to modify funding formulas within states is evident both in conversations with state and district fiscal officers and the changes in funding formulas described in survey reports.

For example, fiscal officers approvingly describe modifications in state funding formulas designed to improve community college funding stability or flexibility. One of these is the establishment of an "enrollment corridor" or multiyear averaging of full-time equivalent enrollment (FTE) so that colleges experiencing enrollment dips or rises will not be penalized in the short run.

According to Wattenbarger and Mercer in 1988, models or patterns for state funding of community college operations currently fall into one of two major classifications, each with three subclassifications. The first type, Negotiations Funding, is subdivided into three models: 1) Cost-to-Continue Plus, 2) Formula-Plus, and 3) Dual System-Appropriation/Allocation. The second type, Formula Funding, is similarly subdivided into three models: 1) Unit Rate Formula, 2) Formula-Grant, and 3) Cost-Based Formula.

In the first category, at least part of the amount the state provides for community college operation is negotiated, a method both admired for the flexibility it provides and condemned for the potential favoritism and abuse implicit in its structure.

The second category provides for funding based on some type of formula, most often using FTE students as the unit. Recent concern over the inadequacy of the FTE unit measure indicates that what seems to be an objective unit in fact causes inequities among institutions which enroll greater numbers of part-time students as opposed to those whose enrollments are primarily full time.

Tuition Policies

Low tuition has been virtually axiomatic among community college leaders since the rapid expansion of the institution in the 1960s and 1970s. Because community colleges boomed in response to demand for greater access to higher education, and because community college enrollees tend to be drawn from the least affluent segments of society, equity considerations have placed low tuition among the sacred tenets of community college education.

Not everyone accepts the necessity for low tuition as a given, however. In "State Financing of Higher Education: A New Look at an Old Problem," (*Change*, Jan./Feb. 1990), Frederick J. Fischer points out that low tuition is actually regressive. Writing about low-tuition policies in the four-year and university public sector, he describes the growing middle- and upper-class practice of sending sons and daughters to public institutions to avoid the skyrocketing costs of private higher education. In a

public policy sense, such practice results in a kind of reverse Robin Hood: taking from the poor and giving to the rich. That is, since public sector institutions are supported by tax revenues, low tuition benefits those of greater wealth at the expense of those of lesser wealth.

On a more practical level, while tuition prices at private institutions have increased at a rate far in excess of inflation in the past, so have those at community colleges, although the rise is less obvious because of the great differences in "sticker" price. Because state funds, as well as some local district funds, are frequently categorical or limited, tuition revenue can be used strategically. The Western Interstate Commission for Higher Education (WICHE), in *The Financial Environment for Community Colleges* (1985), also notes that states where "community colleges are funded through more diverse revenue sources, including tuition and fee revenues, appear to have had more stable funding...." (p. 11)

But there is a deeper and more important difficulty that economists, education finance scholars, and community college presidents cannot resolve. It is the fact that higher education is simply not a priority in this country, rhetoric notwithstanding.

Conclusions and Concerns

Community college finance is a difficult and complex matter, and the fact that it receives little attention in either the scholarly or popular press actually contributes to the difficulty. The lack of informed debate leads to cloudy theory and ineffective practice. The fact that over half the population enrolled in higher education is enrolled in community colleges, and the majority of minorities enrolled in college are enrolled in community colleges, should lead to the recognition that the finance of the sector requires greater attention.

The topic is also complex because of the unresolved and difficult issues surrounding the seemingly simple question of who should pay for community colleges. The first, and possibly the most difficult, is the question of who benefits. In addition, the diverse and growing mission of the community college compounds the question.

The community college mission is at the root of the question because it is public perception of mission and its fulfillment that loosens or tightens public purse strings. If the community college mission is focused on its academic role as a lower-level undergraduate college providing preparation and credentialing for those pursuing baccalaureate degrees, then it benefits primarily the students it enrolls. With salaries for college graduates far outstripping those for high school graduates, the value of the bachelor's degree is high in public favor. Therefore, it is primarily students who benefit and who, following this reasoning, should pay. The apparent reasonableness and equity of this position conceals other difficult questions. Requiring students to pay for the deferred benefits of a college education means allowing tuition to rise to cover the costs of providing lower-level undergraduate education. Community college costs, for the most part, are lower than those of public institutions of higher education generally. Will a public which sees that community colleges can deliver undergraduate education less expensively than four-year public colleges and universities continue to countenance the public subsidy of higher costs at more expensive upper-level public institutions?

If tuition is permitted to rise to cover the costs of community college transfer education, will community college students be able to pay? Traditionally, students attending community colleges do so because the low tuition costs are a part of the access considerations inherent in the community college philosophy. Even with low tuitions, some students are unable to attend community colleges because the associated costs (child care, deferred income, transportation, etc.) are prohibitive. And many of those who attend community colleges are among the most economically vulnerable members of society. Rising tuition might, then, bar from attendance many students whom the community colleges were created to serve.

Fischer suggests that public higher education support be addressed by federal financial assistance to students. A variation on this theme could be considered for community colleges. Consider permitting tuition to rise to cover the costs of providing education for community college students. Community college costs, for the most part, are far lower than those of public institutions of higher education generally. If a sliding scale fee concept were implemented and tuition charges covered 100 percent of costs, state funds for community colleges might be allocated to financial assistance to students based on a needs test similar to that used for federal financial aid. Colleges would then be assured of funds necessary to operate, and at the same time, those students who cannot afford even the low tuitions charged at most community colleges might be able to attend. On the other hand, more affluent students might be asked to pay their fair share of the cost.

The issue of tuition cost is, itself, misleading. At community colleges, tuition is kept artificially low, often by state-mandated ceilings. Legislatures may set tuition ceilings for community colleges, or state governing boards may require

that any adjustment to tuition be approved. Colleges have found that they can increase their income while maintaining low tuitions by increasing student fees. Lab fees for courses may be set at a level that bears no relation to the use of lab materials. "Emergency" fees, parking fees, comprehensive fees, and undefined "per-credit" fees abound. State tuition ceilings do not control fees, which have spiraled faster and farther than have tuition increases.

The community college mission has embraced not only transfer education but also technical education and remedial or developmental education. These aspects of the mission may call for different remedies to the funding problem. Some suggest that certain programs of technical training benefit primarily those industries which employ graduates. In a few colleges, experiments in health care training have involved sharing costs with hospitals and other health care providers for the training of students who will work in these fields. The concept could be expanded to many advanced technology training programs where industry-based training is less cost-effective than is community college preparation of employees, where businesses and industries clearly are the beneficiaries of college education and training programs, and where the costs far outstrip those for transfer and general education.

If general education and developmental education benefit the community, as some argue, should the public pay for them? Here the question shifts to a more fundamental question on the community college mission. Are the community colleges state institutions or community institutions? Where should requests for payment be directed? Most community colleges identify the local community as their service focus, whether the local community provides financial support or not. Does the community benefit from the location of a community college within it? On a very basic level, do college expenditures for goods and services in a community flow into that community? Are salary dollars spent there? Should a community expect to benefit from an enterprise in which it does not invest?

Implicit in this question is a further question about the community college mission. Recent interpretations of the traditional mission have led to an expanded view of commitment to community. This expanded view leads to a social role which many community colleges have embraced, providing child care services, for example, and transportation. Should the community college mission limit the institution to a strictly educational role? When an institution meets quasi-educational community needs, is it moving away from its mission or more deeply into it? If the college embraces this expanded role, who should pay for it? These questions need to be framed and debated, for they impact profoundly on the implications for resolution of the funding issue.

It is possible that with study and debate, scholars and practitioners will find alternatives to address the problem of adequate funding for community colleges. But there is a deeper and more important difficulty that economists, education finance scholars, and community college presidents cannot resolve. It is the fact that higher education is simply not a priority in this country, rhetoric notwithstanding. If one were to chart higher education expenditures by the federal government or the states over the past ten years, using constant dollars, it would be apparent that, compared with expenditures in other categories, those for education have not increased. Concerns about growing deficits capture public attention at all levels. As one former state chancellor observed, compared with public and legislative concern over costs for crime, welfare, and drugs, advocates for higher education funding are at a serious disadvantage. Denial of funds for higher education doesn't lend itself as readily to the emotional imagery that can be conjured up by those requesting funds for food stamps. The consequences aren't "photo op" or "sound bite" material. A student who can't afford a college degree does not elicit the same emotional response as does a starving child. Yet the irony is that a truly effective and democratic system of higher education might serve to mitigate these more serious societal problems, and the costs might be comparatively small.

It seems clear that the question of community college finance is ready for reconceptualization. The old methods, in spite of countless new twists, are not working well and promise to work even less well as time passes and costs rise. Old ways of approaching the question have derived from reactive responses to emerging circumstances: an initial explosive demand; a decline in traditional students; a growth in older, immigrant, and minority enrollment; new programs to meet community need. Perhaps we need to focus, as Fischer suggests, on aid to students and not on aid to institutions, regardless of the source of the aid. In any case, it's time for a careful, reasoned approach by researchers and theorists to a significant issue which will not disappear if it is ignored. What is in danger of disappearing is the country's "second chance" institutions, which serve growing numbers of minority, immigrant, and older students, many of whom regard community colleges as their only chance. The problem clearly requires additional attention, informed debate, and continued research. ■

—Estelle Resnik
Director of Planning and Research
Cumberland County College, NJ

(The research for this article was conducted while the author was a Fellow of the American Council on Education in 1989-90. For a copy of the complete paper and a list of references, contact the ACCT office.)

Washington Trustees Develop Statewide Communications Plan

When is image more than an institutional pretty face? When it impacts public and legislative support. So decided the Trustees Association of Community Colleges (TACC) of Washington state, watching the community college slice of the state's general fund pie shrink from 5.9 percent in 1979 to 5.1 percent in 1989. Tired of seeing the organized and powerful research universities hold their own during ups and downs in the state budget, the trustees, with the encouragement of the State Board for Community College Education (SBCCE), mobilized a commitment of resources by the state board and the 24 community college districts in the Evergreen State.

Realizing that a comprehensive effort must begin with research, TACC in 1988 authorized up to $10,000 of its own funds to be spent on a communications audit of the community college system. The audit was to include an appraisal of the structure and processes of the community college system with respect to its ability to influence key decision makers in business, labor, industry, government, and the news media. It was also to include recommendations for the development of a comprehensive internal and external communication plan for the Washington colleges.

The subsequent report made recommendations in six major areas: 1– conduct a statewide public opinion survey; 2– analyze resources at state and individual college levels and adequately commit them to the effort; 3– use the survey to test and maintain a consistent statewide message; 4–develop and implement a governmental relations program that bridges the biennia; 5– strengthen local media efforts and develop a broad, statewide program; 6– consider paid advertising as an option.

The report also made suggestions for the efficient implementation of an ongoing plan.

In his letter requesting feedback from fellow trustees, 1989-90 TACC president T.W. Small, a trustee of Wenatchee Valley College, wrote, "We presently teach twice as many students as the four-year state institutions with only one-half the money. The strength of our system today, and especially tomorrow, requires all of our support in implementing many of the suggestions contained in this plan."

Even while the evaluation and discussion of future commitment were underway, community colleges were organizing contacts with their legislators. Under the auspices of TACC, the 20-page Legislative Advocacy Handbook—a consummate how-to (and who, what, where, and why) of legislative contact—was published and distributed by TACC and the state board. The prescribed phone calls, letters, speeches, editorials, and visits overwhelmed Olympia, the state capital. The sleeping giant was sitting up.

In May, 1990, TACC voted to assess itself $.50 per FTES and allocated $48,000 toward the Communications Plan. Under pressure of the approaching legislative budget decisions, a committee called the Operating Budget Task Force—representing presidents, trustees, and state board staff—added representatives of the public information officers and began implementation. Within its tight time frame, OBTF/PR designed a public opinion survey to:

- test public awareness of and involvement in community college programs,
- check perceptions of their strengths and weaknesses,
- determine how and how well the colleges were communicating their message,
- test language for a theme for the communications campaign.

The Smart Investment

Washington Community Colleges

The survey was a 15-minute telephone questionnaire of 1,200 adults, grouped by Congressional districts. It cost about $23,000. The public view of the institutions—and agreement of the implementing parties—resulted in the statewide theme, "Washington Community Colleges: The Smart Investment."

Campaign funds were next apportioned in a series of unique minigrants which, upon their award, allowed indi-

continued on page 16

An Ethics Policy for Richland Community College

Richland Community College's policy statements, "The Tenets of Community College Trusteeship" and the "Administrator's Creed," are the result of a process of evolution which began many miles away from Decatur, Illinois. In 1988, the Illinois Community College Board urged the college to develop a policy statement which delineated the role of the board and the chief executive officer. The board of trustees discussed these requirements as well as the necessity for a board ethics statement. Several ACCT articles about ethics plus sample statements from several community colleges were gathered and presented to the board of trustees in September of 1989, and it was in that September discussion that the writing of the ethics statement took a decidedly different turn. Someone said, "If there are board member ethics, why not administrator ethics?"

That suggestion began a seven-month process which resulted in two new policy statements designed to guide the behavior of the college's leaders. The first draft of the administrator ethics policy was different: it did not have a prescriptive, disciplinary tone. Instead it attempted to describe a viewpoint and an attitude, an ethical framework, that would guide administrators in working with people and programs. The members of the board preferred this approach over the sample ethics statements they had received. As a consequence, the board asked that the first draft of its own ethics statement be entirely rethought and rewritten.

A new board statement was drafted. It was influenced both by policies in use as well as a number of the essays of Robert K. Greenleaf, a retired AT&T executive and nationally known essayist on ethical leadership. Greenleaf developed the theme of "servant leadership" which has as its objective the encouragement of business activity which builds a better, more caring society.

The initial drafts of the two statements were put into the hands of faculty, administrators, board members, and others interested in Richland Community College. As the weeks and months progressed the statements changed. Some people changed the substance of what was written; others improved the style. Finally, the college's management team conceived the title of each statement.

In the spring of 1990, the board of trustees adopted the statements, and in the fall the final statements were presented to the faculty and staff at the annual workshop with the following words:

"These statements begin to establish an idealogy about how we work together, how we see and are with each other. The statements were purposely written to establish a code of ethics for

The Tenets of Community College Trusteeship

The community college is an egalitarian institution committed to the principle that higher education should be available to every person who can benefit. The purpose of a comprehensive community college is to serve all who then can serve to build a better society.

The primary task of the Board of Trustees is to serve as a regenerative force, always expanding and improving the College's service to people. Given this basic condition, the activities and deliberations of the Board of Trustees will be governed by the following tenets:

About Distinction: The Board of Trustees has the authority and the autonomy to be original, creative, and regenerative; this is its responsibility. If the College is to become an institution of distinction, it will be because the Board demonstrates and requires distinctive service.

About Commitment: To achieve distinction requires commitment and commitment requires the devotion of time, thought, energy, effort, and ability whenever needed.

About Service: All activities in which the College engages — teaching, serving, and guiding — must be evaluated by their effect upon students and community. How the College serves its community, how it serves and prepares its students are fundamental criteria by which the College must be measured.

About Purpose: The purpose of an educational institution is more than a Board decision. It is a Board responsibility. Defining the institution is a critical task which requires continuing review.

About Evaluation: Purpose achieved with distinction does not occur in a vacuum. It occurs because there is a Board desire for distinction and a willingness to measure how well it is achieved.

About Allegiance: Trustees have but one allegiance, that is to the institution and its mission. Representing special constituencies dilutes trust and undermines institutional mission.

About Power: Power rests mostly with the Board of Trustees but also extends far beyond it. Trustee power and influence well used will result in staff power and influence well used; students will be served.

About Teamwork: The Board is made up of individuals with differing values and beliefs, and debate is expected and natural. Although there are individual expressions, there are no individual decisions. Board decisions must be team decisions.

Adopted by the Board of Trustees, Richland Community College, March 1990

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the leaders of this college. Read the statements and be about the business of seeing how they wear at Richland Community College. They are difficult to achieve, but not unachievable... Consider them; as it says in the Administrator's Creed: 'All things deserve consideration, be they man-made or natural. Nothing or no one should be summarily ignored or rejected. There is something to be learned from everyone and everything.' We are in the learning business. Let us start this new year by learning what we can learn together."■

—Charles R. Novak, President
Richland Community College, IL

Board Chair's View of the Process

The Richland Community College district was formed in 1971, and it was not until 1984 that a successful referendum, the third, was passed authorizing the issuance of bonds for the local share of the funds to construct a permanent campus for college operations. During this entire time, the college district was locked into what seemed to be a never-ending debate over where the campus should be located. The second referendum in 1978 failed primarily because a board member overtly campaigned against passage of the funding approval. After the 1984 referendum, the board continued to devote attention to brick and mortar issues as state funding for the campus was sought.

The permanent facility opened for operations in the fall of 1988, and the board of trustees was finally able to begin devoting the larger part of its energies and attention to the issues of quality education and fulfilling the mission of the community college system in Illinois. Indispensable in that process is a solid, committed, ethical board.

In formulating a state-required policy delineating the role of the board of trustees and the president, the board believed it appropriate to delineate its expectations of board members, the heart of which simply is that we expect every member of the board of trustees to act honorably and without private agenda. This is obviously easily stated and impossible to police, except that the board believes that people will often live up to the expectations held by others, and that future board members might actually be shaped by the statement of principle if practiced by the current board.

Furthermore, we believed that we needed a written statement of the expectations about ourselves which may guide us in times of divisiveness or lack of consensus. Hearty and spirited disagreement often produce good board decisions, but we also truly believe that if we aspire to the principles stated in the "Tenets of Community College Trusteeship," we will be a better board and will engender respect for Richland Community College. ■

—R. Nicholas Burton, Board Chair
Richland Community College, IL

An Administrator's Creed

The moral character of an educational organization is reflective of its leadership. Among those involved in the art and science of teaching, it is imperative that both teachers and leaders demonstrate a strong commitment to good principle and ethical behavior.

The fundamental contributions of education to society demand commitment to exemplary values. Educators influence, shape and teach the values, attitudes, and beliefs which create tomorrow. As a consequence, they are charged with the responsibility to husband, advance, and improve upon the values and beliefs which sustain and characterize a people.

Educational leaders at Richland Community College believe and practice the following principles:

About People: People generally wish to contribute to society. They have dignity; they have worth. Where dignity and worth are valued, positive contributions will be abundant.

About Trust: Educational leaders must demonstrate faith and reliance on the integrity and ability of people. This trust is both a concept and an emotion. It requires leaders to rely on others.

About Respect: All things deserve consideration, be they man-made or natural. Nothing and no one should be summarily ignored or rejected. There is something to be learned from everyone and everything.

About Trust: Truth is beyond quantification. It is a way of thinking which demands sincerity and integrity. It is a way of living; straight-forward, candid, and simple.

About Expectations: In a productive and harmonious work environment, there are clear standards and expectations for employees and the employer. Policies and procedures are common knowledge as is the process for changing them.

About Openness: The College is founded in the public trust. Its leaders and managers not only have a responsibility to continually inform the students, staff, and public about the institution's goals but also its progress toward achieving them.

About Objectivity: The relationship between the institution and an individual is stable and harmonious where impartiality and reason guide the belief and conduct of the institution's leaders.

About Learning: The most important thing about education and learning is quality; the measure of quality will be found in the achievement of students.

About Creativity: Experimentation and originality are integral to the process of educational achievement; they should be more than encouraged, they should be sponsored.

About Risk: Leadership requires risk. Risk brings victory or defeat. It requires courage to face defeat and humility to live with victory.

Adopted by the Board of Trustees, Richland Community College, March, 1990

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Campus Trends Report Focuses on Faculty Shortages, Curriculum

More than any other type of higher education institution, community colleges expect an increased pace of faculty hiring for full-time positions during the next five years, according to *Campus Trends, 1990*, the annual survey on academic and administrative issues conducted by the American Council on Education.

While more than half of all institutions expect such an increase, 66 percent of community colleges, and 71 percent of public two-year colleges, expect an increase.

The seventh annual survey gave special attention to college and university faculty, in light of significant shortages predicted for the next decade. Special attention was also given to general education requirements.

The survey found that the overwhelming majority of senior administrators are worried about predicted faculty shortages. Administrators at almost all institutions (89 percent) expressed concern about the effects of upcoming faculty shortages on at least a few departments or disciplines, while 56 percent were worried about the impact on their institutions generally.

The survey also revealed that existing shortages have worsened in the past year. Greater difficulty in getting top applicants to accept positions was reported by 63 percent of institutions, while 65 percent reported it was taking longer to find qualified persons for job openings. In 1989, only half the institutions gave these responses.

"Greater competition for qualified faculty has serious implications for the financing of higher education," said Elaine El-Khawas, vice-president for policy analysis and research at ACE and author of the report. "More competition compels institutions to offer higher salaries, better research opportunities, help with housing costs, or reduced teaching loads. The rising cost of retaining and attracting top-notch teachers and researchers will increase the pressure on college administrators, students, families, and public policy makers."

According to the survey, strategies used to attract faculty include:

- improving fringe benefits for faculty,
- increasing the attractiveness of available jobs to current faculty members,
- hiring faculty in advance of an expected vacancy,
- offering full-time faculty appointments to persons with part-time positions, especially in community colleges and baccalaureate colleges, and
- recruiting dual-career couples.

In addition, institutions are widening the pool of applicants by considering persons with nonacademic experience, reexamining criteria for making faculty appointments, and trying to interest their students in faculty careers.

In focusing on general education requirements, the survey found 96 percent of all institutions require students to complete a certain amount of general education coursework. Such courses typically make up one-third or more of the total.

"Over the last decade, American colleges and universities have devoted considerable effort to reviewing and revising the undergraduate curriculum," said Elaine El-Khawas. "Our findings indicate that general education requirements for most students have been strengthened considerably, and further improvements are under way."

The survey asked about assessment activity and found that 82 percent of colleges and universities have some form of assessment activities currently under way. Just over half of the public institutions are working under a state mandate to develop a student assessment program. Just over half the institutions said that assessment is part of a self-study for a regional accrediting agency. Three out of four administrators agreed that, as part of the accreditation process, colleges and universities should be required to show evidence of institutional effectiveness.

For the future, issues of adequate financial support outweighed all other problems, being cited by 65 percent of administrators as one of the three most serious challenges they face. ■

Campus Trends, 1990 is available for $10 for ACE members and $13 for nonmembers, prepaid, from the American Council on Education, Division of Policy Analysis and Research, One Dupont Circle, Washington, D.C. 20036.

CALENDAR

Trustee Education Opportunities

February

8

Nebraska Technical Community College Association, Lincoln, NE

13

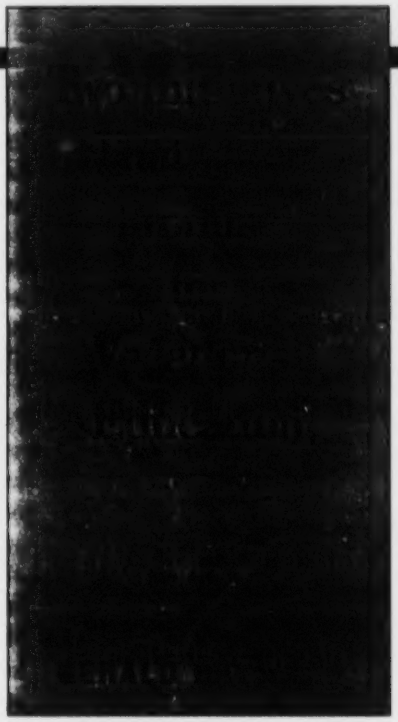
Arizona Community College Association Phoenix, AZ

21-22

AGB Committee Series Workshops: Academic Affairs, Strategic Planning, Fund-Raising Washington, DC

26-28

ACCT National Legislative Seminar Washington, DC



Following the reauthorization of the Vocational Education Act, it is important and heartening to note that the Congress is cognizant of the central role vocational education can play in improving the quality of the American workforce.

Two of the most significant provisions in the act relate to themes the National Center for Research in Vocational Education has investigated in its early research efforts: Integration of Academic and Vocational Education, and Tech Prep.

A small but rapidly growing number of high schools and community colleges are beginning to adopt curriculum changes which more and more blur the distinction between academic and vocational education. Such changes reflect a growing realization that the historic distinction between the two is dysfunctional.

Strengthening the academic content of vocational courses makes sense, given the increasing complexity of the world of work. Given what we've learned about how people learn, infusing the academic curriculum with practical, work-related, problem-based examples makes equal sense.

Norton Grubb, in a soon-to-be-published paper for the Center, describes the range of the alternatives in which high schools and community colleges currently engage, from increasing the academic content of vocational education courses, to restructuring high schools around multiple occupational clusters.

David Stern, in his work for the Center, is verifying a variation of this theme concerning successful work experience programs: that the closer work experience is connected to the school program and vice versa, the more effective both can be.

The second promising practice is characterized by the rapidly growing number of successful Tech Prep or "two plus two" programs and variations on this theme, such as 2+2+2 or 4+2. In its most common form, high school students begin to take coordinated, appropriately sequenced coursework designed to culminate in an associate degree or certificate at the completion of a two-year community college program.

The best of these programs free up high school and community college faculty to jointly work on curriculum. They also involve employers and employees at the outset and at every subsequent stage of the process.

Enlightened employers offer summer internships, work experience opportunities, teacher-employee exchanges, equipment, and virtual guarantees of placement to those who successfully complete the program. Tech Prep will be a major component of the Center's 1991 research and service activities.

If we've learned anything about educational reform efforts in the past, we've learned that no easy solutions exist, that educational reform is too complex to lend itself to simple one-shot solutions.

Both of the initiatives highlighted by reauthorization will require long and sustained efforts, but the opportunity for substantial change is simply too promising to be ignored. ■

Gerald Hayward is deputy director of the National Center for Research in Vocational Education at the University of California at Berkeley. He was chancellor of the California Community College System, 1980–1985. For further information on the National Center for Research in Vocational Education, call (800) 762-4093.

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspective on issues of importance to lay education board members.*

March

7–8
AGB Forum: Governing in the Sunshine
San Francisco, CA

24–27
American Association for Higher Educational Annual Meeting, Washington, DC

April

8
Pennsylvania Federation of Community College Trustees, Harrisburg, PA

13–16
AACJC Annual Meeting, Kansas City, MO

21–23
AGB National Conference on Trusteeship, Miami, FL

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continued from page 11

vidual college public information offices to design and distribute the tools required by the community colleges to carry out the communications campaign. (See box at right.)

In 1988 Washington community colleges ranked 45th in the nation in state and local support per FTES. The first biennium of concentrated effort saw the state rise to 37th in expenditures per student, although according to state board executive director Earl Hale, "Faculty and administrative salaries still trail those in peer institutions by substantial margins, and the state's enrollment limitations prevent many community colleges from meeting the enrollment demands of their communities."

Current TACC president Linda Johnson, a trustee of Shoreline Community College, believes that the beauty of the plan lies in the fact that for once efforts are being coordinated, allowing colleges to speak with an undivided voice. "This is especially useful," she says, "not only for trustees, presidents, and communications officers, but also for faculty, staff, and students as well. Even earlier skeptics have become overwhelming supporters!" ■

—Karen Jones
Assistant to the President for Communications,
Lower Columbia College, WA
Vice President, National Council for
Marketing and Public Relations

Washington Statewide Communications Program College Minigrant Projects

Statewide News Bureau: Development of a press kit to be used as a resource of community college data and information, produced and distributed to statewide media; update of media contact list to include chambers of commerce, economic development councils, etc.; release of media tip sheets and monthly op-ed pieces to be localized by individual colleges.

Radio and Television PSAs: Production and distribution of broadcast quality public service announcements for statewide radio and television use.

Star Bank: Identification of prominent individuals who attended or strongly support community colleges; development of media campaigns around them.

Graphics Package: Development of logo and design package based on campaign theme; production and distribution of multipurpose slicks.

Campaign Newsletter: Production and distribution of a monthly (at least) newsletter to report on status of campaign, imminent deadlines, successful activities, and kudos for efforts.

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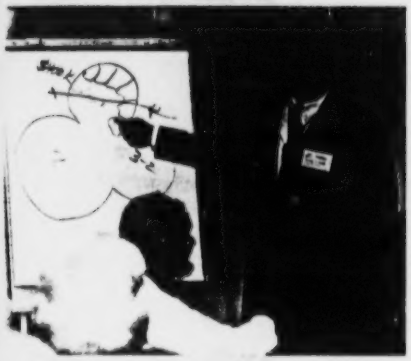
ACCT meetings offer opportunities for education, development, sharing, and renewal.



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1991 Convention and Seminar Schedule

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February 24-26, Washington DC

Regional Seminars

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Atlantic City, New Jersey

Southern Region, May 30-June 1
Jacksonville, Florida

Pacific Region, June 6-8
Coeur d' Alene, Idaho

Western Region, June 6-8
Coeur d' Alene, Idaho

Central Region, June 27-29,
Chicago, Illinois

Annual Convention

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Mississippi Gulf Coast

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A Vision of What ACCT's Future Can Be

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Director of Publications: Sally Hutchins
Executive Director: Ray Taylor

Association of Community College Trustees
1740 "N" Street, NW
Washington, DC 20036
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TRUSTEE QUARTERLY

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ACCT in the Year 2000 and Beyond:

A Vision of What ACCT's Future Can Be

In his new book "On Leadership," John Gardner observes that a commonly cited criterion for leadership is that leaders have "vision." They think longer-term; they offer the picture of a "visible future" that inspires and motivates people; they may even be blessed with the ability to focus beyond present confusion and identify what is to come.

In its most literal sense, vision means the ability to see, usually a clear-eyed view of what lies within the range of sight. But the word "vision" also has taken on an abstract and almost mystical dimension, implying foresight, dreaming, the power of imagination—an exercise, perhaps, in "thinking big."

"A vision is a mental journey from the known to the unknown; creating the future from a montage of current facts, dreams, dangers and opportunities," write Craig Hickman and Michael Silva, the authors of "Creating Excellence."

Two years ago, this idea of "creating the future" inspired the faculty, staff and administration of College of the Canyons in Santa Clarita, California, to formulate a "strategic vision" for the 20-year-old institution—a blueprint to guide development as it approached the next century. "Vision 2000" is a snapshot view of the college as its leaders would like to see it in the year 2000. They envision an institution that, among other things, is one of the leading community colleges in the state and has a national reputation for academic excellence and innovation; is widely sought out as a model for institutional effectiveness; is recognized as a leader in producing future employees who are computer literate, technically skilled, and proficient in basic education; and offers students extensive opportunities to study abroad and prepares them to interact in the world marketplace.

Visionary thinking entails looking at a familiar institution—with its problems, potential, values, and mission—and seeing it in a new or fresh way. A recurring theme in Gardner's many books is the need for institutions and society to periodically undergo this process of self-examination, which he refers to as "renewal": "to renew and reinterpret values, ...to liberate energies that have been imprisoned by outmoded procedures and habits of thought; to re-energize forgotten goals or to generate new goals appropriate to new circumstances."

In 1986, after four decades of achievement by community, technical, and junior colleges, the American Association of Community and Junior Colleges assembled a commission to take

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stock and reassess their mission in the next decade and beyond. In view of the economic, cultural, and demographic shifts underway in this country, AACJC wondered, how should that new mission be defined?

Panel members concluded that the answer lay in reaffirming and broadening the concept of "community." Serving the individual interests of students—maintaining the traditional mission as "people's colleges"—must remain a top priority, they agreed. At the same time, they called for the nation's community colleges to collectively adopt the larger mandate of "building communities"—working to establish partnerships, both on campus and beyond, that help to strengthen common goals and counter the growing fragmentation of modern society.

As representatives of the public, community college trustees are the critical link in these school-community partnerships. And as stewards of these institutions and their values, they have an obligation to provide visionary leadership that will help two-year colleges realize their mission.

When that vision is widely shared throughout the college, it can serve as a beacon for achieving excellence—what Gardner describes as "building a better future on an acknowledged heritage."

To remain responsive to the concerns of trustee members in the next decade and beyond, the Association of Community College Trustees too faces the task of reevaluating its direction and programs. What will the organization look like in the year 2000? How will it change to help trustees fulfill their obligation of providing informed, responsible leadership?

A dozen trustees and other community college leaders interviewed for this article praised ACCT's education programs and local board services, and insisted that trustee development remain a primary focus.

"ACCT must continually reevaluate member services to ensure primarily what trustees want and to best improve their governance," says Edward "Sandy" Sanders, a trustee of Westark Community College in Fort Smith, Arkansas. "That's one of the strengths of ACCT, and it needs to maintain that fluidity."

At the same time, these observers agreed that ACCT's mission inevitably must expand beyond practical issues of day-to-day governance to embrace broader concerns facing community colleges in the years ahead, such as budget constraints, increased government interference, greater diversity among staff and students, and the nation's demand for more skilled workers at a time when many high school graduates are poorly prepared for higher education.

To help trustees better address these and other issues, visionaries see ACCT in the year 2000 as an organization with increased leadership on educational policy issues; more advocacy at the federal level; a broader network of communications; and stronger alliances with other institutions. In the year 2000 ACCT's activities are more "decentralized," the mission it represents is widely understood and supported, and it has an active presence in other countries.

As your board of directors begins a long-range planning process for the association, it is important that we first determine our vision, our hopes and dreams for ACCT. What should ACCT be like in the year 2000 and beyond? What should we be doing to serve our members? What needs will we be addressing? What can we as an association aspire to? I hope that this article will stimulate dialogue among ACCT members and others interested in our association that will assist the board as it undertakes this process.

—Nancy Rosasco
President, ACCT

Among the vivid images in this outlook for ACCT is a compelling portrait of trustee members as key advocates on major educational issues.

With funding a paramount issue for many community colleges, along with a disturbing trend toward more government regulations—such as a recent requirement that students without a high school diploma take a test to gain admission to community college—many say trustees can exert the kind of clout needed to help stem the erosion of "open access," which is a hallmark of the community college movement.

"Funding pressures will force out those in communities who have the greatest need of higher education, and the tragedy is that there are no other agencies or referrals where these clients can go," says John Roueche, a professor at the University of Texas at Austin and director of the Community College Leadership Program.

"What we've come to regard as a birthright—open access to education—will be curtailed unless ACCT and state and national organizations work mightily hard to prevent that from becoming a reality," he adds.

David Daniel, executive director of the Pennsylvania Federation of Community College Trustees, says that "trustees marshalled together with a common purpose can probably do more to influence state and local budget allocations than anyone else." At the same time, Roueche notes, boards will have to become more entrepreneurial in fund-raising, to solicit endowments, grants, and other sources of revenue besides those of taxpayers.

Jody Hendry, a former trustee of Edison Community College in Fort Myers, Florida, agrees: "With money getting short, community college foundations and endowments are going to have to play an increasing part. ACCT can help to educate trustees about the value of foundations."

"ACCT can help trustees cope with funding problems," according to Janice Stanton, trustee of Galveston Community College in Texas, "by offering workshops and sharing information on planning budgets and cost-cutting measures."

"ACCT has a lot that can be done to improve its skills at using local trustees around the country to better represent local needs before the federal government," says David Viar, executive director of the Community College League of California and former executive director of ACCT. "We need to find creative ways to get information to local districts to shape their input and move on it."

Conversely, he and others stress, trustees need to be better informed about issues at the federal level that may have an impact on their colleges. "We have become so state centered that many forget that what's going on Washington impacts us all," says Nancy Rosasco, president of ACCT and a trustee of Yosemite Community College District in Modesto, California. Even non-educational issues, such as emissions control or asbestos regulations, can have a financial impact on colleges, she notes.

"Somehow we need to develop our legislative program to the degree that we get the word out across the country to trustees" about the importance of national issues, Rosasco says.

Visionaries see ACCT in the year 2000 as an organization with increased leadership on educational policy issues; more advocacy at the federal level; a broader network of communications; and stronger alliances with other institutions. In the year 2000 ACCT's activities are more "decentralized," the mission it represents is widely understood and supported, and it has an active presence in other countries.

To strengthen the presence of community colleges and their interests in Washington, Judith Madonia, a former trustee of Lincoln Land Community College in Springfield, Illinois, urges more "strategic alliances" between ACCT and other national organizations, similar to the cooperation between ACCT and AACJC.

Madonia says these groups should work together to push the appointment of more community college trustees to national boards, commissions, and advisory councils, and to advocate the creation of a community college unit in the Department of Education. "This can't be done locally by communities," Madonia stresses. "It has to be done in Washington, with a professional marketing approach and the leadership to support it."

There's also agreement that while board members can have a significant impact on relevant legislative issues, they also must work harder with ACCT and other groups to sell policy makers, the public, and the media on the unique mission and achievements of community colleges.

Dale Parnell, president of AACJC, cites as an example recent figures from the U.S. Census Bureau indicating that from 1984 to 1987, the monthly earnings for employees with associate degrees increased at a significantly higher rate than for high school graduates, non-graduates, and those with B.A. degrees. Nonetheless, he says, "it's hard to get the word out to promote the value of the A.A. degree."

Rosasco believes there has been much progress in educating legislative representatives at the state level about the mission of community colleges, mainly because most two-year colleges are so dependent on state financing. She and others suggest that state trustee associations are a good model for the kind of communication links ACCT should help to develop among the states to exchange information about critical issues.

Such networks, Sanders adds, should offer as well a forum for colleges to exchange ideas, concepts, and details with other ACCT members on how they have been successful in certain areas.

Boosting the influence and reputation of two-year colleges, some suggest, is linked inextricably to another major issue that will dominate trustee concerns in upcoming decades: connections between community colleges and employers—mainly business and industry.

"We're facing a rapidly changing work force in terms of values as well as technological changes, and we're competing now on a global basis," Sanders says. "Community colleges are in the best position to serve those interests, but they need to be more aggressive than they currently are in establishing that position," through leadership in technical education and contract arrangements with local companies.

Gary Davis, executive director of the Illinois Community College Trustees Association, says program development is one area in which ACCT should provide more "philosophical leadership." "ACCT's leadership has been good," he says, "but now the organization has matured to the point that it can afford to risk spending some of its human and financial capital on conceptualizing the task of community colleges in the 21st century," much like the broad-based thinking done by the AACJC Futures Commission.

As Davis sees it, "the most pressing problem ACCT could pursue in the next 10 years is directing attention to the needs of those people who are not going on to a university or baccalaureate degree and who need to be served by higher education, but in a way that provides them with an opportunity of realizing the American Dream."

"There are people who use our community colleges and are left no better off for it" in terms of lifelong earning power, Davis contends. "Our colleges are in a position to help students adjust to changing economic realities, ... and ACCT should challenge col-

leges to reorganize their curriculum so it reflects long-range economic interests of students instead of offering courses from a 'pre-Toyota' era," such as clerical classes in which students still use typewriters instead of word processors or automotive classes that teach engine repair with outmoded technology.

Because of their significant impact overall—serving about half of all students in higher education—community colleges also must improve liaison with high schools and four-year colleges and universities.

David Daniel says more attention must be devoted to promoting "tech-prep" programs and resolving transfer problems for students of two-year colleges who go on to baccalaureate programs, "so they can move through the higher education system without duplication and penalty."

Lois Carson, a trustee of San Bernardino Community College District in California, agrees: "We need to make this real—not just talking about it but having some operational policy as well. We need to develop a methodology for trustees to be part of the discussion, along with the faculty and administration, and begin to develop some kind of commitment to students" on this issue.

Jody Hendry says, "As some states move to restrict access of community college graduates to upper-division colleges and universities, ACCT must insist that access be maintained."

Diversity will continue to be a major issue in the 1990s and beyond, community college leaders agree. According to the Center for Education Statistics, in 1988, 53 percent of all students at community colleges were female, and 45 to 55 percent of all ethnic and minority students were enrolled in community colleges; yet these groups are still vastly underrepresented in faculties and administration.

"I want to see ACCT jump out front on this issue," Carson says, "to come up with policy guidelines and follow up with directives for membership institutions—to make sure it impacts entire institutions, including trustees, faculty, administration, students, and curriculum."

"ACCT can play a key role in sharing successful programs on how to recruit and retain minority students, faculty, and administrators," says Janice Stanton.

The impact of this diversity also must be reflected in trustee education. "More trustees are coming from the grassroots level," notes Vivian Blevins, president of Lee College in Baytown, Texas, and chair of ACCT's Advisory Committee of Presidents, "and because of increasing diversity [and] differences in their level of understanding, as well as turnover, there's an ongoing problem in getting people on [governing] boards to achieve the mission" of community colleges.

Cited often among the important new alliances that lie ahead for ACCT and its constituents are more ties with foreign countries.

"As global competition increases, the idea of U.S. community colleges is full of terrific possibilities as a model for other countries," Parnell observes. He notes that AACJC has 41 international members, and "hardly a day goes by that we don't have someone in [our offices] from another country looking into community colleges."

International education, Rosasco says, represents an important growth area for community colleges, and a basis for it already is in place at many schools in this country. Some have exchange programs for students and faculty; others have designed special training and technical assistance programs for workers from other countries.

Carson believes ACCT should play a major role in facilitating the growth of two-year colleges in other countries. "Community colleges can only flourish in a democratic environment, and those setting policy need some kind of mechanism for guidance in areas such as staffing and curriculum," she says. "I see ACCT working with other countries in setting up local boards—under the umbrella of ACCT and in collaboration with AACJC—for two-year institutions that prepare people for the work force."

As ACCT looks to "go global," however, much of its activity at home may shift increasingly to the local level. Several community college leaders mentioned the need to shift ACCT's focus from national conventions and major seminars toward more state and regional meetings that educate trustees on issues of basic governance, the mission and philosophy of community colleges, and major educational concerns. "We need to get lots of information out and develop political sophistication at the local level where it's not so expensive," Blevins says. An added benefit of "decentralization," she suggests, is a greater likelihood of accountability and follow-through on issues.

A consensus is emerging among ACCT's constituency. The membership is anxious to attain a new level in educational programs and services, advocacy, involvement, and leadership. Members will no longer be content coping with the realities of today; they want to be involved in shaping the realities of tomorrow. Meeting this demand will require that the association develop new strategies and renew its commitment to quality.

Rosasco predicts that in the years ahead, "community colleges are going to have to be at the forefront of education in general [because] what we do is so critical and pivotal to what happens in this country and even in other countries."

"So often community colleges are working to 'rescue' students from the K-12 system and reaching out to dropouts," she adds. "We can pick them up and work with states to bring them up to college level and then train them to make them employable."

"No other system does that," Rosasco stresses. "When you look around the world, what we have is a unique form of education, and our challenge is to make the whole world know this." ■

—Diana L. Pabst

Recruiting and Retaining Minority Faculty

Minorities are comprising a greater percentage of the American population, but proportionately their numbers are decreasing in colleges and universities. At almost every level of education, minorities are falling by the wayside. The socioeconomic consequences for this country's future could be exceedingly grim if this trend continues.

Nationally, since 1976, the already small number of minorities with bachelor's degrees declined 50 percent and those with master's degrees declined by 40 percent. According to the California Postsecondary Education Commission, in 1987-88 only 41 minority students from the 19 California State University campuses and the eight University of California campuses earned master's degrees in English, and only 31 minorities earned master's degrees in math.

Another study done by the Equal Employment Opportunities Commission

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of all public and private institutions found that in 1985 only 4 percent of faculty were Black, 4 percent Asian, less than 2 percent Hispanic, and less than 1 percent Native American.

This shortage of qualified minority faculty further perpetuates the sense of being alienated and isolated from the mainstream that is often so endemic among minorities. Minorities, who already struggle against tremendous odds, are further at a disadvantage if not educated properly. (While women, the handicapped, and the elderly have been considered minorities in the workforce, for the purposes of this article, minorities for the most part mean ethnic minorities.)

Several factors contribute to the dearth of minorities in education: fewer minorities graduate from high school and go on to college; many minorities, because of poor economic status, cannot afford to go to college; many minorities get lured away by the corporate world which aggressively recruits and employs them without degrees or graduate degrees; and of those minorities (and non-minorities) who obtain the requisite master's degree, most opt not to teach because they can get better-paying jobs elsewhere.

Perhaps there is nothing more important in keeping minority students in school than teachers. As role models, minority teachers become a tangible embodiment for minority students of what is possible, and help dismantle the stereotypes and prejudices of non-minorities that often form when cultures live with little understanding of each other.

Minority teachers attract minority students. But minority teachers are created from minority students, creating a "catch-22" situation. Community colleges, which educate a greater share of minority students than four-year institutions, are trying to find new ways to attract and retain more minority faculty. One of the more effective methods seems to be intern programs that give graduate students an opportunity to gain teaching experience.

In the fall of 1988, The Congress of Connecticut Community Colleges, a union which represented faculty and staff at twelve colleges, in conjunction with the board of trustees of those colleges, initiated the Minority Fellowship Program which was "intended to diversify and enrich the college's workforce and to provide mentors and role models for minority students at the colleges."

"Recruiting and serving minorities has been a priority for the system since our inception 25 years ago," says Mary Anne Cox, director of public information with what is now the Community and Technical Colleges of Connecticut, "and one of the most effective ways to attract minority students is with minority faculty."

The program started with 13 minority fellows who, at a minimum, had to be enrolled in the second year of a graduate program to qualify. At first fellows spent at least six hours per week in the classroom under the guidance of a faculty member who also acted as a mentor. Each fellow received a stipend of $3000 per semester, which was paid out of special funds set aside for the program. Responsibilities increased so that by the spring of 1989, the fellows each taught a three-credit course in their area of expertise.

Of the 13 fellows, two went on to teach full-time within the community college system, and three were retained as part-time lecturers. The second year, of 12 fellows, one remained full-time and one part-time. The program was considered successful enough that it has been renewed for a third year. Minority enrollment has increased by 1 or 2 percent over the duration of the program.

Although the program has been successful in attracting more minorities, Cox says that hiring within the system at the moment has been difficult due to a current $2.2 billion deficit in the Connecticut state budget, "but there is no talk of abandoning the fellowship program.... Everyone who works on this program feels good about it."

Similar fellowship programs have been employed by other community colleges nationwide. Del Mar College in Corpus Christi, Texas, has implemented a fellowship program which grooms individuals, who have little or no classroom experience, for teaching positions. This program created a 42 percent minority hiring rate in 1989.

Antonio David, who completed the Academic Fellowship Program at Del Mar College, and who is now employed by the college as a full-time tenure-track math instructor, explains how he heard about the fellowship program: "I was reading a Dallas newspaper and saw the notice. I was interested because it was an excellent opportunity to get teaching experience at the college level. Before, I couldn't get the experience without the job; and I couldn't get a job without the experience—it was a 'catch-22' situation."

David, who was teaching at a high school in Houston, "jumped at the chance" to teach at the college level. He describes the problems minorities face from his perspective: "A lot of minorities apply for certain positions but everyone's qualified and there is no way to specifically choose minorities. Affirmative action programs are a must; I would not have been hired here without them."

David is familiar with the dearth of minorities in education. He attended Oklahoma State before he transferred to Prairie View University in Texas. It was only when he got to Prairie View that he started seeing minorities teaching, which planted a seed in his mind. "Before, I didn't realize it was something I could do." Conversely, David is now able to inspire his students.

David, who has been teaching for a year, says he gives students "a different perspective. I've had people say they want to teach because of taking my class; that they never thought about teaching before." Because he is not much older than most of his students, many of whom are on the

continued on next page

Perhaps there is nothing more important in keeping minority students in school than teachers. As role models, minority teachers become a tangible embodiment for minority students of what is possible, and help dismantle the stereotypes and prejudices of non-minorities that often form when cultures live with little understanding of each other.

cusp of making career decisions, David stands as concrete evidence of what they could become in the not too distant future.

There are many other ways to recruit minority faculty. The Northern Illinois Community College Consortium, an affiliation of 12 community colleges, initiated a Minority Vita Bank which keeps a list of qualified minority candidates to which the colleges can refer when they are looking to hire. The Bank, which has been in operation for almost two years, and which is based at the College of DuPage, currently has 150 people "on deposit." Each college is charged a $75 annual fee and $25 per job search for use of the service. Minorities are recruited through ads in local minority publications as well as national educational journals.

The function of the Vita Bank is solely to increase the number of available minority applicants. However, it is too soon to tell whether the Bank has had any lasting effect. According to Howard Owens, the director of human resources and affirmative action officer for the College of DuPage, "The problem we experience is that although minority applicants meet the minimum requirements, they're represented in such small numbers the odds are such that they won't come out at the other end of the pipeline."

So far, the Minority Vita Bank, according to Owens, hasn't made any noticeable difference in the racial demographics. "It helped to demonstrate a good faith effort, but in terms of real increases in minority hiring it hasn't made a difference. We're probably going to have to look at other alternatives....I'm kind of disappointed—I had hopes we'd have enough applicants in the pool that we'd see them coming out the other end."

Although some people are quick to cry racism when minorities don't get hired, Owens says, "I don't think there's any discrimination—all the people in the hiring process I've talked to express their eagerness to hire minorities. I've seen the disappointment that they express when minorities don't get hired."

Owens's latest idea is to have an outreach program within the community. Many successful minorities live in DuPage County who could be recruited as a type of community service to teach part-time. Another alternative is to "streamline the hiring process," or in other words, have less competition for the same jobs. In the meantime, concedes Owens, "it's a difficult problem, you just have to keep trying different things. Unless institutions are willing to take risks it's difficult to make substantial progress."

Owens feels that more drastic measures might have to be taken because it is important for minorities to have greater presence in education. If they aren't mainstreamed, he says, "it tends to create an environment to continue stereotyping individuals and continue prejudicial attitudes. If we can get minorities in the position of teaching white students we can help break that down—these students can respect their teachers and realize that these people have the same abilities as other teachers."

Owens reluctantly admits that quotas, the word that seems to ruffle everyone's feathers, may be the only solution. At the moment, DuPage has shied away from quotas. Owens says, "It is our understanding that because of court decisions it is against the law to establish a quota....There is some feeling that a Supreme Court decision would lend some credence to making race part of the hiring process."

Owens mentions California, traditionally a pioneer in cutting-edge legislation. In 1989 California passed Assembly Bill 1725 which addresses community colleges. Part of the bill requires that 30 per-

cent of all new hires be ethnic minorities by 1992.

In California, most colleges aren't waiting until 1992 to get their houses in order. Although hiring policies vary for each college, some colleges have frozen the hiring process at each step of the way and readvertised a position if the composition was not at least 30 percent minority.

Minnie Douglas, the affirmative action coordinator at Long Beach City College, says that A.B.1725 changed their hiring strategies in that they now readvertise as well as reevaluate the wording of job notices if goals are not met: "We look at the language to see if there is anything that prevents individuals from applying—we try to make sure that vacancy notices are inclusive rather than exclusive."

As part of A.B.1725, Long Beach received an additional $18,000 in funding to advertise in more journals, such as the *Affirmative Action Register*, and to advertise for longer periods. The funding also enabled participation in two job fairs held throughout the state.

In addition, Long Beach retains leaders from three minority communities on a part-time basis to aid in the employee search. Leaders include the president of the local chapter of the NAACP, the president of the Hispanic Chamber of Commerce, and a leader in the local Cambodian community, who act as recruiters for the college, disseminating information, distributing vacancy notices, and attending job fairs. These tactics seem to be fairly successful—of 21 new hires at Long Beach in the fall of 1990, 48 percent were minorities.

At MiraCosta College, in Oceanside, California, Dick Robertson, vice president of student services, in a twist on the informational interviews job seekers often employ to feel out the job market and generate contacts, used those same methods in approaching minority staff and community leaders to get leads on qualified minorities from which MiraCosta could create a job bank to recruit from.

Opponents could say that A.B.1725 is in essence a quota and that exceptions to the rule will have to be made, particularly in the hard-to-fill technical areas. Nancy Kast, affirmative action officer and director of personnel services at the State Center Community College District in Fresno, says that how the state intends to enforce A.B.1725 might make the difference between affirmative action strategy and quotas. "If the state takes over the hiring process, that will make it a quota."

No one, not even minorities it seems, wants to hire someone solely on the basis of ethnicity, but quotas might be a necessary evil to set changes in motion. As Antonio David said: "There are stigmas associated with quotas but sometimes you have to have them."

Long Beach City College is working with community leaders to develop greater staff diversity by acquainting potential minority applicants with the college's teaching and support staff positions. The leaders made presentations to community organizations, met one-on-one with prospective job applicants, and posted job bulletins in agencies and ethnic markets. Beverly O'Neill, superintendent-president, meets with (left to right): Vora Huy Kanthoul, director of the United Cambodian Community; Frank Berry, president of the local chapter of the NAACP; and David Dominguez, president of the Hispanic Chamber of Commerce, to discuss the program.

Kast explains why she feels diversity is so important: "We have a diverse student body and if we're going to adequately serve those students we have to provide the faculty and staff that will understand and relate to them." She feels that a diverse student body is essential even in a lily white community: "If we're going to survive in a world which gets smaller and smaller each day we need to have experiences with other cultures."

In an attempt to increase diversity, Fresno City College has initiated a Minority Teacher Intern Program to make sure that more minorities come out on the other end of the pipeline: "We have to do more work on the front end recruiting minorities to have them in the pool," says Kast. Many minorities have graduate degrees but no teaching experience and Fresno's internship helps get them the experience that will make them stack up better against the competition for tenured positions. Fresno now has eight part-time intern positions.

While A.B.1725 had the effect of forcing colleges to take a position, in other states without such laws, the attitude of boards and presidents can set the tone for minority recruiting and make it an institutional priority. For example, Miami-Dade Community College, under the recommendation of President Robert H. McCabe, voluntarily established in 1987 a goal of hiring 50 percent minorities for all professional personnel to better represent the mix of the local community. The goal was met the next fiscal year. John Helling, president of North Hennepin Community College in Minnesota took a proactive stance by making it clear to all deans that

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the college was an affirmative action employer and encouraged them to recommend minority candidates.

The board of trustees of Prince George's Community College in Largo, Maryland, in response to a requirement by the Middle States Association that they recruit more minority faculty, initiated a plan in February of 1988 to fulfill that requirement.

The first thing Prince George's did was create an Office of Minority Affairs and Affirmative Action Programs. The second step was to insist that applicant pools had to reflect the availability indices of the Washington, DC, metropolitan area. For example, if it was discovered from census data that 35 percent of minorities within the area held masters degrees in English, the application pool had to reflect that statistic or the position would be readvertised. Another stipulation was that when the job search was narrowed down, the review screening committees could recommend no fewer than three candidates, of whom at least one had to be a minority.

Although the college had an affirmative action program in effect since 1974, these new requirements signalled, according to Alonia C. Sharps, the assistant to the president for minority affairs and affirmative action programs, "a time for the institution to put more teeth into their affirmative action plans."

A number of different methods were employed to recruit minority faculty to Prince George's including advertising in *Black Issues in Higher Education* and sending out feelers to local minority institutions. In the first year, five of seven new faculty hired were minorities, the second year, six of eleven positions were filled by minorities.

Middlesex Community College, in Edison, New Jersey, was praised in January of 1990 by the New Jersey Board of Higher Education for having the best minority faculty hiring record among the state's 19 community colleges. An affirmative action plan has been in action at Middlesex since 1969 and the faculty closely mirrors the ethnic population of the local community (around 16 percent). John Bakum, vice president for academic affairs, explains how they keep their standards up: "We network as much as possible; one of our deans has gone to Black institutions to find out who's coming through graduate school that might be interested in teaching."

However, competition for a slim pool of minorities is a "constant battle" and Bakum has lost both recruits and staff to senior institutions that could offer more money and prestige. One of the solutions Bakum sees to rectify the situation is already in motion: they have submitted a grant proposal to the National Science Foundation in conjunction with several senior institutions like Rutgers, that will obtain funding to encourage more minorities to stay in school, primarily in the areas of math and science. If funding is obtained, Bakum estimates that 25-50 students will be brought into orientation. "They might not go into teaching," he acknowledges, "but a larger pool of people with graduate degrees increases the pool of those who will be available for teaching: the larger the pool the greater the availability."

Other suggestions that have been made regarding recruiting minority faculty include linking up with predominantly Black institutions, as well as luring staff away from other institutions, assisting with publishing, hiring people on sabbaticals, reimbursing loans, and aiding junior faculty in acquiring doctorates. Asking candidates how they heard about a vacancy can give clues as to where other candidates can be found.

Once that minority faculty is recruited there's another important step—retention. Nancy Kast says that Fresno City College is able to attract faculty to the area predominantly because of the lifestyle and location of California but, apart from the charms of the locale, "you need to provide a nurturing environment, encouraging developing relationships with faculty on campus; don't let them feel isolated. If you're hiring the first minority it's often difficult. You also need to provide the opportunity for them to grow in their careers." Fresno also has a relocation service for faculty and family which provides information on the new community and aids in adjustment.

Mary Anne Cox claims that retaining minority faculty "is just like retaining any good employee. Getting employees involved in understanding an institution's mission and goals is important. Recognition and involvement are the two main important things."

John Bakum says that because his college is unionized it is difficult to single out and make special concessions for minorities: "The only thing you can do is to promote a climate that makes the individual part and parcel of the institution while acknowledging his unique contributions." Flora Mancuso Edwards, president of Middlesex County College, says that the "institutional climate is important; minority faculty must feel valued and be an integral part of the institution." Edwards claims that colleges must work hard to ensure that "two unfortunate extremes don't happen: isolation versus the minority being representative of the beginning and end of whatever that minority group is.

Recruiting minority faculty is probably the most important investment a college can make to eradicate racism and yield equality in education. With active efforts to retain minority faculty, this country should be able to give hope and inspiration to a new generation of minority students who will become our nation's leaders and teachers. ■

—Beth Rogers

Community College Wellness Programs Benefit Employees and Colleges

More than one million American workers call in sick on any given day. This results in more than 330 million lost work days annually. The cost to employers in terms of medical expenses and lost productivity is well over the $1 billion mark. Many employers now believe it is cheaper to keep employees healthy and on the job than to pay for the cost of poor health.

As a result of this belief, wellness programs and wellness centers have sprung up throughout corporate America, and more recently, at many community, technical, and junior colleges.

Most of the nation's $400 billion health care bill is the result of such controllable problems as alcoholism, smoking, high cholesterol, hypertension, and obesity. Wellness concentrates on the health factors a person can control—exercise, nutrition, weight, hypertension, stress, and cholesterol levels—and identifies poor health habits and abuses that contribute to major illness.

"The basic idea behind a wellness program is that people are responsible for their health and that illness can be prevented by a positive program," said Bob Riley, president of Howard College in Texas, which put a wellness program for employees into action in the fall of 1988 as part of a staff development plan.

"The research showed that employers who provided wellness programs to their employees saw real benefits," said Riley.

Every Howard College employee was given an opportunity to participate in the program. In the beginning, the program focused on exercise. Each employee spending one hour exercising two days a week would be given one-half hour two days a week release time from work. An aerobics class was provided at no charge to employees. Those who did not want to participate in an aerobics class chose other forms of exercise, such as walking, jogging, weight training, and team sports.

The next phase of the wellness program was a health screening. Blood screening, hearing tests, dental checks, and blood pressure checks were available to every employee, along with a meeting with a consultant to check body fat. A number of employees learned of potentially serious health problems and were put under a doctor's care immediately, which made others realize the importance of nutrition and exercise, and the numbers participating in the program increased.

A doctor began monthly visits to Howard College to counsel employees and conduct seminars on smoking cessation, nutrition and weight control, exercise programs, and stress management.

The wellness program reached maturity in the summer of 1990 with the dedication of the Harold Davis Fitness Center, named for trustee Harold Davis, Howard College's first basketball coach and athletic director. The Center, with its aerobic super circuit area, is also open to students from the college and the community who sign up for Lifetime Fitness courses.

"The wellness program is something that can improve quality of life and that

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To involve employees in the practical health benefits of walking for exercise, the Wellness Program of Alvin Community College in Texas recently sponsored a day to "Walk With the Boss." Participants included (left to right): Ben Jernigan, board chair; Barbara Vann, secretary to the president; and A. Rodney Allbright,

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continued from page 11

is what all of us are striving to do," said Riley.

Moraine Park Technical College in Wisconsin set up its Wellness Center in 1985 to promote health and fitness in its employees, as well as students and the general public.

The Wellness Center combines theory with physical exercise, teaching participants how to add wellness to their daily life-style. The Wellness Center uses the super circuit concept to help its students achieve their health goals. Participants go through a 12-station, weight lifting system, alternated with exercise bikes; never spending more than 30 seconds on each machine.

"The super circuit is designed to improve cardiovascular efficiency, strength, and flexibility," says Glenn Sanville, Moraine Park's student activities manager, " but we concentrate on the whole body—physical, emotional, and psychological."

The Center uses a personalized computer assessment to guide each participant through the program. The assessment includes a check of body fat, weight, flexibility, stress levels, and pulse. Use of the Wellness Center for three 30-minute periods per week, over a period of 18 weeks, has shown the following typical results: a reduction of 14 percent in body fat, an increase of 17 percent in cardiovascular fitness, and an increase of 230 percent in upper and lower body strength.

"When people first come to a place like this, they are usually motivated by their ego and exterior," said Lori Frank, a Wellness Center instructor. "But after six weeks the health issue comes into play. They start looking better and feeling better, and feeling better keeps them coming."

Santa Monica College's Wellness Center, which opened in October 1988, is a busy place, as employees spend early mornings, lunch breaks, and after hours working out on the latest high-tech fitness equipment. Programs at the Wellness Center are tailored to the individual.

The board of trustees was instrumental in getting the Wellness Center built. The Center is free and open only to employees. A comparable facility—with computerized equipment that simulates everything from cycling to climbing mountains—would normally cost hundreds of dollars in annual membership fees.

Alvin Community College in Texas has adopted health promotion as a high priority and is providing work site programs to contribute to the improvement of the physical, mental, and emotional aspects of the employees' lives.

To involve employees in the healthful and practical benefits of walking for exercise, which can be done almost anywhere, anytime, and for free, the Employee Wellness program recently promoted a day to "Walk With the Boss." Many employees and their supervisors walked together before or after work, while others utilized their lunch hour.

Acknowledging the significance of the Wellness Program, board chair Ben Jernigan and president A. Rodney Allbright, accompanied by his secretary, Barbara Vann, took time out of their busy schedules to walk around the two-mile campus jogging trail during lunch hour. A medical doctor, Jernigan commended the Wellness Program's achievement of campus-wide involvement.

The program objectives are education, awareness, exercise, and assessment and the aim is to help employees improve the quality of their lives, achieve more physical energy, and reduce illnesses, resulting in lower insurance costs and increased productivity. The scope of the program is impressive and tailored to the needs of the campus population, including nutrition seminars, stress seminars, and exercise programs.

Frankie Blansit, chair for the Wellness Program, stated, "I'm very excited about being involved with the Wellness Program. Employee response has been positive and it's wonderful seeing the benefits gained by the individual." ■

The Wellness Center at Moraine Park Technical College in Wisconsin uses the super circuit concept to help its students achieve their health goals. Participants go through a 12-station Universal system alternated with exercise bikes.

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FINANCIAL AND BUSINESS POLICIES

Large Gifts Show Community College Fundraising Has Come of Age

If your college is a small, state-supported community college with limited funding in a rural area, how do you get enough money to build a fine arts/student center with a state-of-the-art theater?

By giving local leaders an opportunity to do something for their community.

That's exactly what happened at Patrick Henry Community College in Martinsville, Virginia, and the result was the $3.7 million Walker Fine Arts/Student Center, built solely with funds donated by local textile magnate L. Dudley Walker and his sister, Spotswood Walker Box.

"The Walker Fine Arts/Student Center makes it possible for Patrick Henry Community College to improve its programs in the arts," said Max F. Wingett, college president. The Center benefits the entire community with its theater, lobby art gallery, and studios for art, photography, and music.

"The building sets a standard and goal for other community colleges to strive for," said David Pierce, chancellor of the Virginia Community College System. "This adds a capital 'C' in community college and allows the community to become a part of the college in innumerable ways."

Recent large gifts demonstrate that community college fundraising has truly come of age, using many of the methods long associated with prestigious universities.

In announcing a gift of $1.5 million (a $500,000 cash donation and a $1 million deferred gift) to Butler County Community College in El Dorado, Kansas, from the R.D. and Joan D. Hubbard Foundation, college president Rodney V. Cox, Jr. said, "Mr. Hubbard is a graduate of Butler County Community

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INTERNAL GOVERNANCE AND DECISION MAKING

Responsibilities of a Board Chair

1. The board chair presides over board meetings by:

- Setting the agenda and insuring its specificity and completeness
- Seeing that board materials are disseminated well in advance of the meeting
- Insisting on good attendance by board members
- Consulting with the president/chancellor on every agenda item in advance of the meeting
- Insuring orderly discussion and the opportunity for minority opinions to be heard
- Avoiding precipitous action by the board
- Keeping the board from administering the college
- Facilitating full and democratic discussions of issues while advocating positions sparingly
- Insuring the taking of adequate minutes

2. The board chair counsels and coaches the president by:

- Assisting the new president during the first months of a presidency
- Making board expectations clear to the president
- Defending the president from attack
- Seeing that the president is adequately compensated and that the CEO's workload is not excessive
- Alerting the president to areas of board concern
- Taking responsibility for seeing that the board regularly evaluates the president
- Serving as a sounding board for the president

In return, the president should counsel and coach the chair

3. The board chair orients new board members by:

- Utilizing the expertise of new trustees and making them feel part of a team
- Encouraging them to attend state/national trustee activities
- Getting to know the newer trustees

4. The board chair corrects inappropriate trustee behavior by:

- Serving as mediator between the trustee and the rest of the board
- Suggesting strategies that the trustee in question can use to avoid recurrence of the problem

5. The board chair leads the institution's commitment to planning by:

- Seeing that the board develops a vision of the college's future
- Insisting that board actions either reflect the plan or result in a change of the plan

6. The board chair evaluates his/her own performance by:

- Planning a regularly scheduled evaluation of board performance

These responsibilities are adapted from a Role of the Board Chair seminar conducted by the Illinois Community College Trustees Association, January 19, 1990.

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Is Quality Job One?

BY
JOHN E. ROUECHE

The Malcolm Baldridge National Quality Awards, presented each year by the United States Department of Commerce, are the nation's top prize for high quality in American business. The 1990 winners, recently honored by President Bush, were IBM, Cadillac, Federal Express, and the Wallace Company.

USA Today interviewed executives from winning firms in a business roundtable setting (December 17, 1990, p. 13a). The insights and perceptions of these award-winning leaders and the organizations they represent have meaning and immediate application for those who govern, manage, and lead community colleges. For example, Fred Smith, CEO of Federal Express, in his discussion of quality indicators noted:

> Today, we track, trace, and measure every one of 1.5 million separate transactions. If you call today within five minutes of a scheduled delivery, we can tell you any place in the world who signed for the item and what time it was delivered. If you call and want to know the status of your item, we can tell you, generally within a second or so, exactly where the shipment is.

Can you imagine a community college knowing exactly and precisely how each enrolled student is doing on a daily basis? For example, at your college, what happens when a student misses a class? Does the classroom instructor record the absence in a class roll book? Is the counseling office notified immediately so that an inquiry can be made? Does the instructor mail a postcard to the missing student noting the absence and offering to help or be available? Does the instructor, or some other college official, call the missing student to inquire about and to encourage the student's return to class at the next scheduled meeting? Is there a college policy on the importance of class attendance? If student success and quality achievement are goals of a community college, it is important that those who govern and lead the organization realize that class attendance in college is the variable most associated with the predictive of student success. A community college board of trustees and the college leadership team and faculty must give class attendance top priority if improved student success is the goal of the institution. A board policy which emphasizes the importance of regular class attendance is critical to better retention and achievement.

Another critical policy will also result in improved student success: making the period of "late registration" the week which precedes the first day of scheduled classes. No college policy could be more counterproductive and detrimental to quality teaching and learning than a policy which permits or encourages students to begin academic classes late. It is common knowledge that the first week of any academic term (the first day, the first hour) is the critical time to get students off to a positive beginning. Any policy that requires students to be in class on day one will improve both learning and teaching quality in the institution.

If community college begin to seriously keep track of students (like Federal Express or any hospital, hotel, or airline does of parcels and customers), we will see major improvements in our indicators of quality. Greenville Technical College in South Carolina increased total enrollment significantly in fall 1990, in spite of a smaller enrolling freshman class, by implementing a sound retention strategy that makes routine class attendance a top college priority. Greenville has also initiated a program where every prospective student who calls or visits the campus is called by a college official within 24 hours of the visit to obtain feedback from the prospect. The college wants to know how each individual student is treated and greeted on the initial visit to campus.

IBM vice President, Robert Labant, in discussing IBM's efforts at renewed and improved quality, emphasized:

John E. Roueche is professor and director of the Community College Leadership Program at The University of Texas at Austin, where he holds the Sid W. Richardson Regents Chair in Community College Leadership.

COMMENTARY

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> At IBM, we have formal education for our people. A manager, for instance, gets 40 hours of education a year on different subjects. You can take the education you have, and by reorienting it to quality, I don't think you are going to end up spending a lot more money. You are already educating your people in some fashion. Just refocus the education programs.

Can you imagine a community college requiring 40 hours of formal education or training a year for all of its employees? The irony of this question is that community colleges are in the teaching and learning business. And while almost every business and industry in America has required training of all new employees and a program of ongoing training and education for tenured employees, the notable exception is the educational enterprises. The norm in community colleges is for staff or professional development to be optional and/or voluntary.

Our faculties and staffs need as much, or more, ongoing training and education as do the employees of any American business or industry. The diversity that community college students bring to the institution and to the classroom requires that our faculty and staff be better than other college and university faculties and staffs. A board and the leadership team of a college are well-advised to design and implement solid programs of staff and professional development for all college employees. Board members, too, should spend quality time each year thinking about the educational mission and the organizational strategy for its accomplishment. This moves board meetings and board retreats away from the perennial preoccupations with board issues, budget, buildings, bonds, bids, and the rest of the eternal "B's."

As we begin the decade of the 1990s, the demand for high quality education and training will create great opportunities for colleges and universities alike. If our nation is to remain competitive in the world, and if we want to provide our students with the options they require and deserve in the decade ahead, then we must focus our college endeavors upon better opportunities for success for those who enroll. ■

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspective on issues of importance to lay board members.*

FINANCIAL AND BUSINESS POLICIES

continued from page 13

College who wanted to do something big for his alma mater. He has done that by doubling the size of our endowment to bring it to more than $2 million and by providing the college the means to start construction on much-needed space."

The gift kicked off the "Shaping the Vision" capital campaign which has a goal of $3 million. The Walnut Valley Bank and Trust in El Dorado soon added a $500,000 deferred gift to the campaign.

Thanks to the generosity of two local residents, countless numbers of deserving students will receive full scholarships to attend Indian River Community College in Fort Pierce, Florida, in future years. Clare and Gladys Wolf established a $2.5 million trust fund, naming the college foundation as the beneficiary of 75 percent of the fund's assets upon their deaths.

A portion of the trust will remain invested in perpetuity, with the proceeds to be used to provide scholarships for students who graduate from Martin County high schools. The remainder will be used for capital improvements.

"Indian River has a well-established record for being far and away the best community college among the 28 in the state," said Clare Wolf. "We all recognize that education is the key to the future of our nation, state, and our own community, and Indian River provides the best assurance for our students to receive the quality of education that they will need."

"We're extremely happy about the Wolf's generous contribution," said Edwin Massey, college president. "It's an investment in the college, the young people, and the future of the country." ■

CALENDAR

Trustee Education Opportunities
April–June, 1991

April

8
Pennsylvania Federation of Community College Trustees
Harrisburg, PA

13-16
AACJC Annual Meeting
Kansas City, MO

21-23
AGB National Conference on Trusteeship
Miami, FL

May

6-8
ACCT Northeast Region Seminar
Atlantic City, NJ

24-26
California Community College Trustees
Monterey, CA

30-June 1
Trustees Association for Community Colleges of Washington State
Tacoma, WA

30-June 1
ACCT Southern Region Seminar
Jacksonville, FL

June

6-8
ACCT Pacific and Western Region Seminar
Coeur d'Alene, ID

27-29
ACCT Central Region Seminar
(in conjunction with)
Illinois Community College Trustees Association
Chicago, IL

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Leadership 2000

July 7-10, 1991 | Chicago Marriott Hotel | Chicago, Illinois

The Third Annual International Conference on Leadership Development in Community Colleges conducted by the League for Innovation in the Community College and The University of Texas at Austin with support from the W. K. Kellogg Foundation.

Cosponsored by the Association of Canadian Community Colleges and 17 other North American organizations.

"You should plan to attend the League's 'Leadership 2000'; consistently one of the best conferences in the country and a great opportunity for trustee education. You will hear the giants in the community college business discuss an outstanding range of experiences and perspectives that are invaluable to community college trustees."

Wayne Newton, Chair, Board of Trustees, Kirkwood Community College, Cedar Rapids, Iowa

"LEADERSHIP 2000"

"Leadership 2000" is an international conference to support the professional development of community college leadership teams, including trustees, chief executive officers, faculty, staff, and administrators. The purpose of the conference is to promote effective leadership in community colleges and to encourage the expansion and diversification of leadership teams. Both leadership teams and individuals are encouraged to attend.

At the third annual "Leadership 2000," prominent preconference workshop presenters, keynote speakers, over 90 breakout sessions, and over 300 presenters will focus on Leadership Development, Governance, Political and Financial Strategies, Team Building and Collegiality, Diversity and Access, Board/CEO Effectiveness, Institutional Effectiveness, Staffing for the New Century, Economic Development, and Community Colleges and the New World Order.

CONFERENCE HIGHLIGHTS

- Six keynote speakers
- Five preconference workshops
- Ninety breakout sessions
- Special celebration acknowledging the W. K. Kellogg Foundation
- Cohosted by 14 Chicago area community colleges
- Cosponsored by 18 state and national organizations
- Special support from Great American Reserve Insurance Company, Systems and Computer Technology Corporation, and the IBM Corporation

SPECIAL FEATURES

A special event will celebrate the extraordinary contributions of the W. K. Kellogg Foundation to leadership development in the community college over the last three decades. Former and current Kellogg Fellows will be honored as part of the celebration.

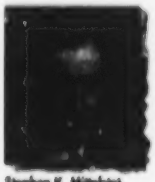
For the first time a "Learning to Do" series of preconference workshops has been scheduled on topics important to community college leaders.

KEYNOTE SPEAKERS

Donald G. Phelps, Chancellor, Los Angeles Community Colleges. "Shared Governance and Its Implications for Administrative Leadership and Accountability"

Terrel H. Bell, United States Secretary of Education 1981-1985. "A Nation at Risk Update for the 90s"

Tessa Martinez Tuttle, CEO, Miami-Dade Community College—Medical Center Campus. "Lead Me, Follow Me, Lead Me . . . Creating the Obligation to Serve, Lead, and Share Leadership"



Stephen K. Mittelstet, President, Richland College, Dallas County Community College District, and staff. "In League with Innovation: Change Through Community, Creativity, and Communication"

Russell G. Mawby, Chairman and CEO, The W. K. Kellogg Foundation. "Community Colleges: The Past As Prologue"

REGISTRATION FEES

Received before May 1, 1991	$295
Received after May 1, 1991	$350
On-site	$375
Preconference Workshop Fees	$50

Please send me a registration form and hotel information:

Name _____ Title _____

Organization _____

Address _____

City _____ State _____ Zip _____

Mail to:

League for Innovation in the Community College
25431 Cabot Road, Suite 204
Laguna Hills, California 92653
(714) 855-0710

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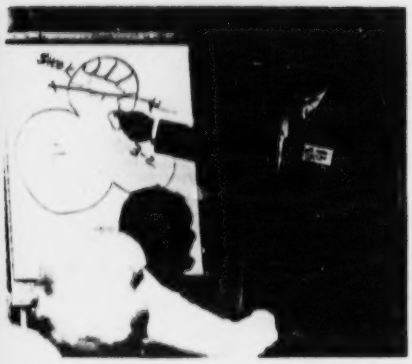
ACCT meetings offer opportunities for education, development, sharing, and renewal.



The annual convention, the national legislative seminar, and the regional seminars are a major part of ACCT's comprehensive trustee education program.

Trustees enrolled in the ACCT Trustee Education Recognition Program are able to satisfy various requirements at ACCT meetings.

1991 Convention and Seminar Schedule

National Legislative Seminar

February 24-26, Washington DC

Regional Seminars

Northeast Region, May 6-8
Atlantic City, New Jersey

Southern Region, May 30-June 1
Jacksonville, Florida

Pacific Region, June 6-8
Coeur d' Alene, Idaho

Western Region, June 6-8
Coeur d' Alene, Idaho

Central Region, June 27-29
Chicago, Illinois

Annual Convention

October 16-19
Mississippi Gulf Coast

Call ACCT at (202)347-1740 if you would like more information about ACCT meetings or the ACCT TrusteeEducation Recognition Program.

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Association of Community College Trustees
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Washington, DC 20036

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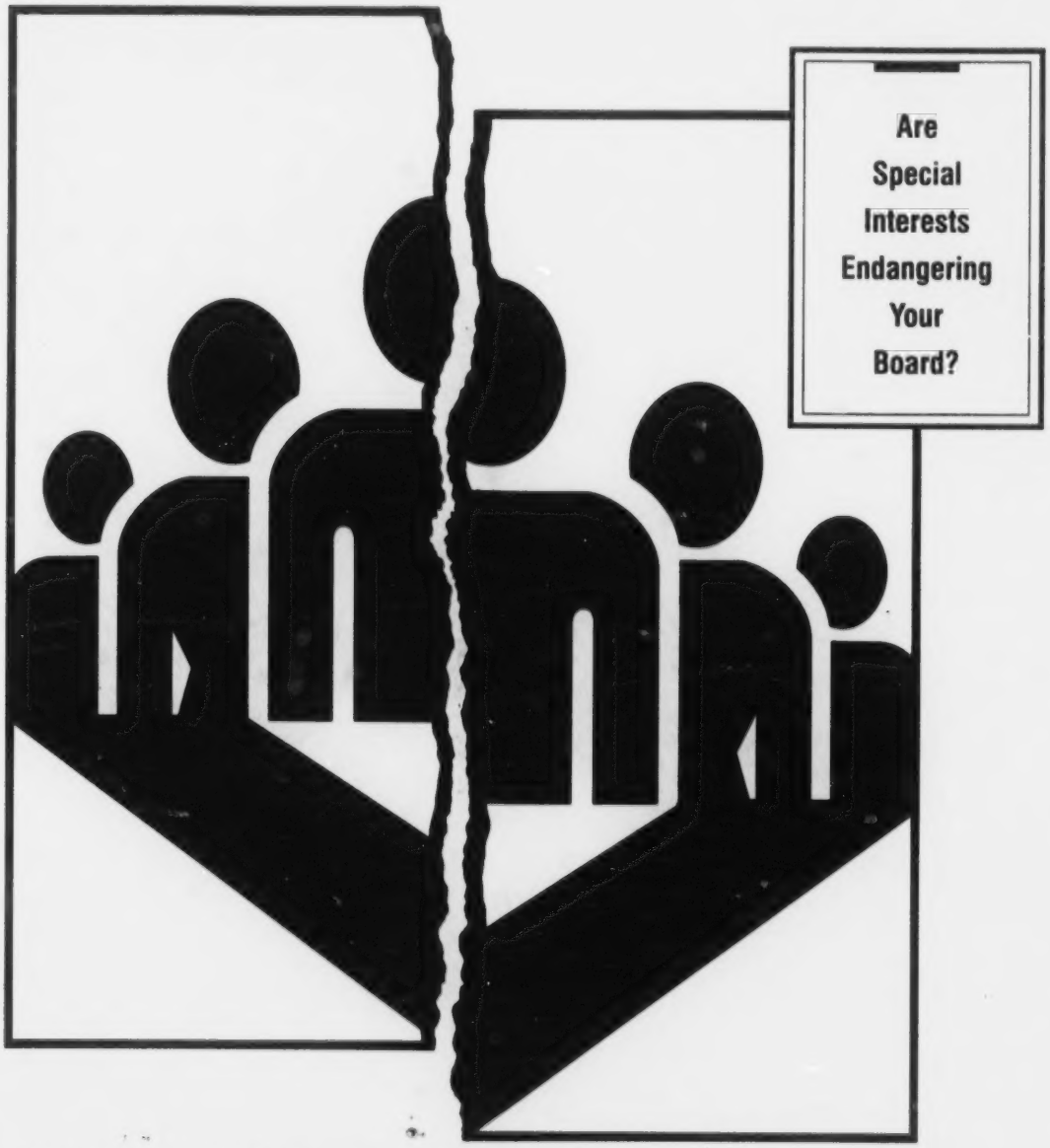
SUMMER 1991

TRUSTEE QUARTERLY



ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

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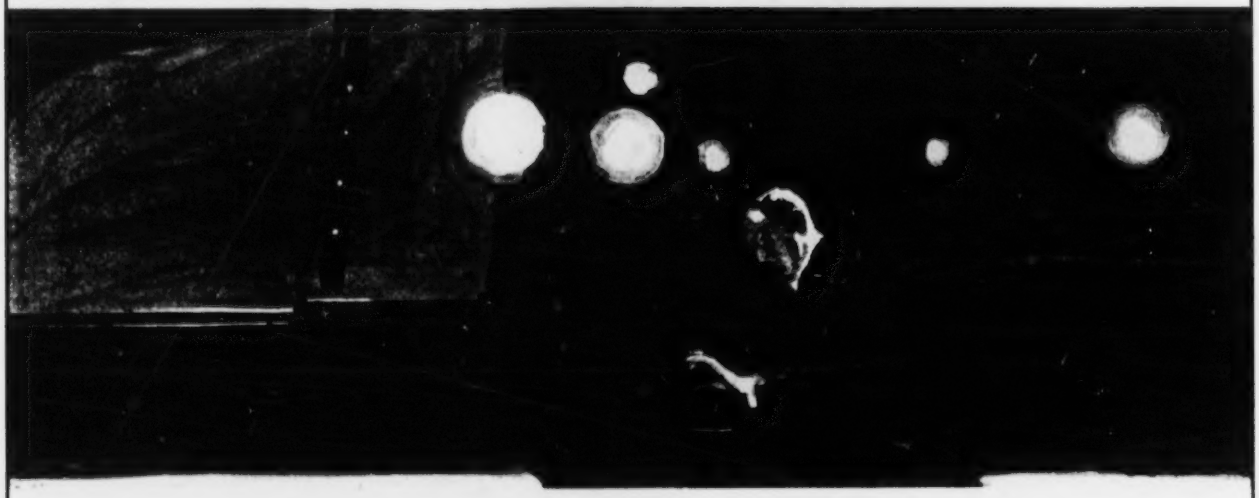
VERY FEW SUCCEED SOLO!



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- **Broad, Custom-Tailored Coverages** that provide you with protection to meet your individual needs. In addition, you have the advantage of . . .
- **Cash Dividends** that may be available when the ACCT Safety Group has many participants and a favorable loss experience. Although dividends cannot be guaranteed in advance, your potential for cash returns is greater because of . . .
- **Safety and Loss Control Plans** designed to help you prevent accidents that may be waiting to happen. If a loss should occur, you can rely on . . .
- **Fast, Local Service** from insurance agents affiliated with MarketDyne International. They, or your present agent, can enroll you in the program.

So why go solo when you can benefit from group participation? Find out how you can improve your insurance protection and also save money.

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Director of Publications: Sally Hutchins
Executive Director: Ray Taylor

Association of Community College Trustees
1740 "N" Street, NW
Washington, DC 20036
(202) 775-4667

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Are Special Interests Endangering Your Board?

It is generally recognized that the public trust and general welfare can best be served by community college boards which reflect diversity and balance in terms of professional expertise and in terms of the racial, ethnic, sexual, age, geographic, social, and political diversity of the community. But any perception of board membership as constituency-based conflicts with the basic premise that boards must function in the interest of the entire institution and not a single group.

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Are Special Interests Endangering Your Board?

Historically, independent, autonomous lay governing boards have been recognized as a characteristic strength of higher education and as a key factor in shaping institutional purpose and preserving institutional integrity. Traditionally, boards of trustees in higher education have been autonomous lay boards and not constituency boards. Factionalization remains a danger such boards must avoid.

The following are examples of what can happen when factions form:

- Some boards have split votes on nearly everything based on factions.
- Some board members want only to represent the interest of a community organization or an employee union.
- Some have primary allegiance to a political party.
- Some want to use their board position for personal gain.
- Some nitpick to gain attention.
- Some never read material or try to become informed about the college they serve.
- Some have even used their position to influence hiring for political patronage or personal power.

It is generally recognized that the public trust and general welfare can best be served by community college boards which reflect diversity and balance in terms of professional expertise and in terms of the racial, ethnic, sexual, age, geographic, social, and political diversity of the community. But any perception of board membership as constituency-based conflicts with the basic premise that boards must function in the interest of the entire institution and not a single group.

The growth and development of the United States has been specially aided by higher education. The "flexibility" and "adaptability" of colleges has been a primary reason for this support, which is due in large measure to responsible citizen or lay control. (J. L. Zwingle, "Evolution of Lay Governing Boards," from Richard T. Ingram, ed., *Handbook of College and University Trusteeship*, Jossey-Bass, 1985)

The idea that a lay board, rather than students, faculty, administrators, or a special community group, should govern the colleges is especially important to the continued welfare of the community college. All of these groups have an influence on governance but each should be in proper balance to avoid either monopoly or factions. Lay boards must maintain the balance and, therefore, if the boards themselves become monopolized, or factionalized, or rep-

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resentatives of special interest groups, or if individual board members have single interests and seek to use their trusteeship for personal gain, the entire fabric of governance for the general public interest or trust is threatened.

One could read *The Federalist* papers to better understand government in a democracy, and especially number 10 by James Madison, to understand the dangers of factions.

> Complaints are everywhere heard...that the public good is disregarded in the conflicts of rival parties...
>
> Among the numerous advantages promised by a well-constructed union, none deserves to be more accurately developed than its tendency to break and control the violence of factions.
>
> By a faction, I understand a number of citizens, whether amounting to a majority or a minority of the whole, who are united and actuated by some common impulse of passion, or of interest, adverse to the rights of other citizens, or to the permanent and aggregate interests of the community. (Benjamin Feather Wright, ed., *The Federalist*, Number 10, the Belknap Press of Harvard University Press, 1961)

The issue of the special interest board member is serious, and the stakes are as high as the welfare of our nation's community colleges. Only boards themselves can adequately address the issues, control themselves, and make corrections when necessary. The biggest question may be, "Will they?"

Applying Madison to college boards would tell us that lay boards must be made up of individuals who represent diversity within the community *but they must not be*—I repeat, *must not be*—the representative or agent of any single group or purpose. The lay board is the primary instrument that protects autonomy and balances the needs of an institution's internal and external constituencies. (Clark Kerr and Marion L. Gade, *The Guardians: Boards of Trustees of American Colleges and Universities*, AGB, 1989)

As Patricia F. Kohn and Kenneth P. Mortimer say in "Selecting Effective Trustees" (*Change*, July/August 1983), "The difficulty with the concept of representative agents implies much more than diversity. Among the arguments for such special interest boards is the principal one that it is desirable to have constituencies represented and that the agent is expected to represent the constituent in all board deliberation."

The strongest argument against a constituent board is that all trustees are expected to represent the entire public interest and welfare. "Once we begin with even one constituency represented, other constituencies would have a claim to be represented and it follows that the entire concept of lay control and an independent board would be lost and we might as well have legislative control of our colleges," say Kohn and Mortimer.

Some four-year college organizations and state leaders have criticized community colleges as having more of a problem with special or single interest board members than do universities. There are claims that community colleges are more likely to have students, faculty, or special interests represented on the board. One more often hears that community college board members use their trusteeship for personal gain—financial or political—and that some board members ignore all issues except one or two which they or their constituency are concerned with.

Whether a board is monopolized by a common constituency or a common narrow purpose, or whether a board is split into several factions and narrow purposes, the results are likely to be similar. The overall effectiveness of the board, the general welfare of the college, and the protection of the public trust will be damaged if not destroyed.

A most disturbing article which represents a growing tendency appeared a few years ago in the *Educational Record*, which is a quarterly publication of the American Council on Education. The article, entitled "From Guardians to Agents: The Changing Role of Trustees," was written by W.T. Jones, a college faculty member who is also a foundation trustee and a former college trustee. The basic argument made is that trustees are changing from the "guardians" of their college whereby they carefully consider all of the relevant information and then make a decision on the basis of what they think is best for the college. The argument continues that trustees are becoming "agents" for various groups. Trustees as agents are not defining their role in the context of what is good for the college but rather they are acting as agents for the purpose defined by their constituency or for their own narrow purpose.

The two positions are explained by comparing them to a Burkeian legislator vs. a Rousseauvean legislator. The reference is made to Edmund Burke, an Irish-born member of the British House of Commons from 1766–1781 and to Jean Jacques Rousseau, a philosopher in the mid-1700s whose ideas shaped much of the French Revolution.

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The positions of the Guardian vs. the Agent are thusly summarized: Good Burkeian legislators are those who "would vote with the best interest of their district or country at heart. They are accountable to the electorate only for their overall voting record and only at the next election. In short, judgment and responsibility are major elements of the Burkeian legislator.

"Rousseauvean legislators are kept on a short leash. They are not responsible for deciding how to vote but only for voting the preference of their constituency. Regarding each piece of legislation, they are not to exercise their own judgment, good to bad, they are accountable only as agents, not as principals," says Jones.

Perhaps Jones oversimplifies or unfairly characterizes the two positions. Certainly the Burkeian also has the responsibility of being well-informed on the issues and of knowing the positions of various constituent groups, and certainly Burke did not intend for a legislator to simply vote an uninformed, narrowly defined personal opinion.

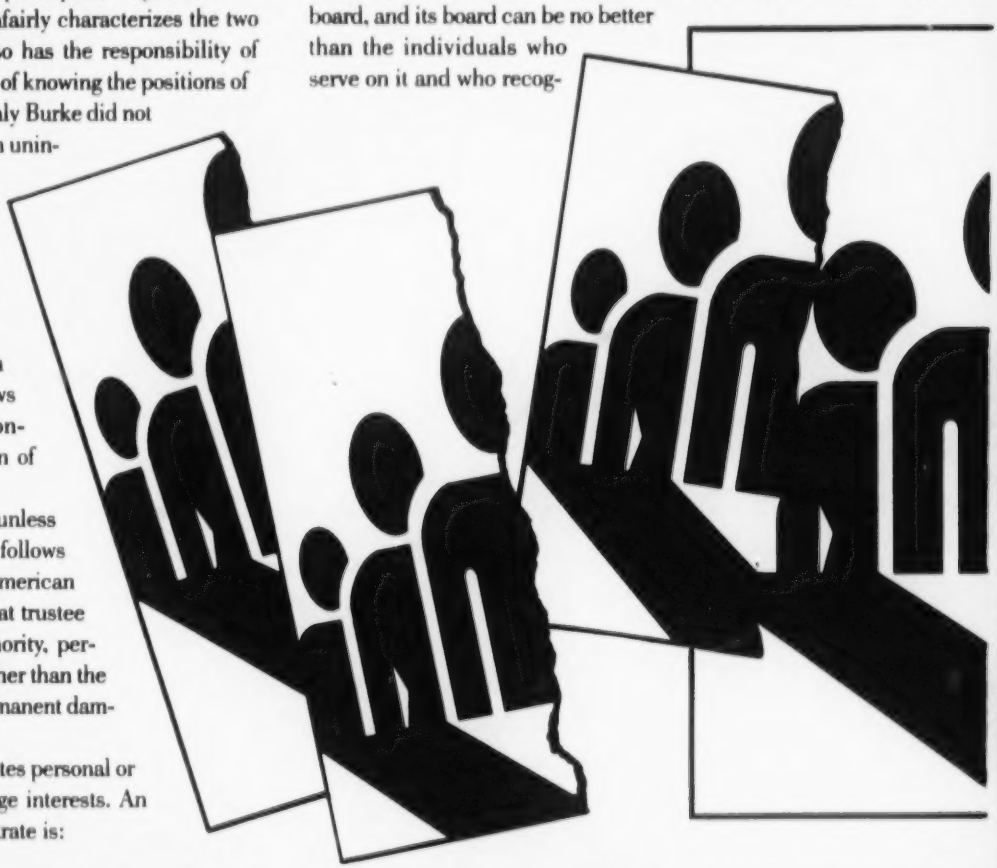
A Rousseauvean certainly must know the positions of or range of positions within a constituency and not just that of the most powerful or most vocal. In other words, a Rousseauvean must consider the views of the various factions within a constituency or simply vote the intention of the most powerful faction.

In any case I strongly believe that unless a community-college board member follows an enlightened Burkeian model, as American college trustees have for centuries, that trustee is abrogating responsibility and authority, perhaps has a special interest at heart rather than the college interest, and is likely to do permanent damage to the college.

The ideal trustee avoids or subjugates personal or constituent interests in favor of college interests. An appropriate quote from Burke to illustrate is:

> Parliament is not a congress of ambassadors from different hostile interests; which interests each must maintain, as an agent or an advocate against other agents and advocates; but Parliament is a deliberative assembly of one nation, with one interest, that of the whole, where, not local purposes, not local prejudices ought to guide, but the general good, resulting from the general reason of the whole. You choose a member indeed: but [once] chosen, he is not a member from Bristol, but he is a member of Parliament. (Ross J. S. Hoffman and Paul Levock, ed., *Burke's Politics: Selected Writings and Speeches of Edmund Burke on Reform, Revolution, and War,* Alfred A. Knopf, 1967)

A college board is not a body of individuals from different hostile interests for which the individual is an agent: but a college board is a deliberative corporation of *one* college, with one interest, that of the entire college. The board should have diversity, but the board member is not the representative of a constituency but a member of the college board which has a greater responsibility. The quality of a community college is measured by several factors. Certainly, one of the most important is the quality of the governing board, and its board can be no better than the individuals who serve on it and who recognize that the board is a corporate body, and not a collection of individuals.



The issue of the special interest board member is serious, and the stakes are as high as the welfare of our nation's community colleges. Only boards themselves can adequately address the issues, control themselves, and make corrections when necessary. The biggest question may be, "Will they?"

As Kerr and Gade report, because of the method of appointment or election, the nature of the institutions served, and, of course, individual personalities, boards vary greatly in the ways they conduct themselves generally, and the ways that internal

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affairs are handled. Boards range from rubber stamp boards to those which transform the president into an institutional "gofer."

They discovered boards are generally perceived as successful in handling such issues as legal affairs, investments, facilities, budgets, and interestingly, concern about academic freedom. A primary job is the nurturing and care of the presidency, a role that reflects their own performance in selecting, advising, and supporting the president.

Kerr and Gade summarized seven characteristic ways that different types of boards conducted their internal affairs, such as the captive board, dominated by an outside authority; the board dominated by a chair; the board with an executive group; the segmented polarized board; the representational board committed to outside groups; and finally the consensual or collegial board. The collegial board is that closest to the ideal, when members are tolerant, and though they are not always in agreement, there is mutual respect and an honest desire for consensus.

Boards which have succeeded in becoming well-informed advocates for their college usually have the following practices:

- They are committed to the institution; not to their own agendas;
- They have good and thorough orientation for new board members;
- They have in-depth board-only retreats on broad college issues, board roles, and are aware of problems with special interest boards;
- They are well informed on every issue that properly comes to the board for attention;
- Through summary reports, they stay informed concerning the operation of the entire college;
- They work hard to minimize personality conflicts and to control individual members who are looking for personal recognition;
- They help each other to avoid factions—members frequently converse about their role and function;
- They make an effort to educate the appointing authority and/or the electorate concerning board guardian role vs. agent role;
- They elect a strong board chair who understands the chair role, who is an advocate of the college, who can lead the board in both pleasant and difficult issues, and who can bring out the best thinking and action from each member;
- They recognize that authority rests with the board as a group, not in individual members of the board.

Cohesive boards usually focus on institution-wide issues, and must:

- Help clarify the college purpose;
- Set the standards for institutional performance;
- Protect and interpret the college to the outside and interpret community needs for the college;
- Help the college maintain flexibility and responsiveness to reasonable change;
- Help generate funds for the college;
- Agree to shared governance.

Lay boards are uniquely American guardians within our higher education institutions. They provide forums for discussion, protect the autonomy of the institution, and function as the checks and balances needed for internal and external pressures. They are powerful tools for upholding internal standards of excellence while maintaining a required sensitivity to the larger community, and should not allow factionalization to attenuate their influence.

—Robert E. Parilla, President
Montgomery College
Rockville, Maryland

(Major portions of this article first appeared in Trustee Quarterly, *Winter, 1985-86, pp. 28-31.)*

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FEATURE

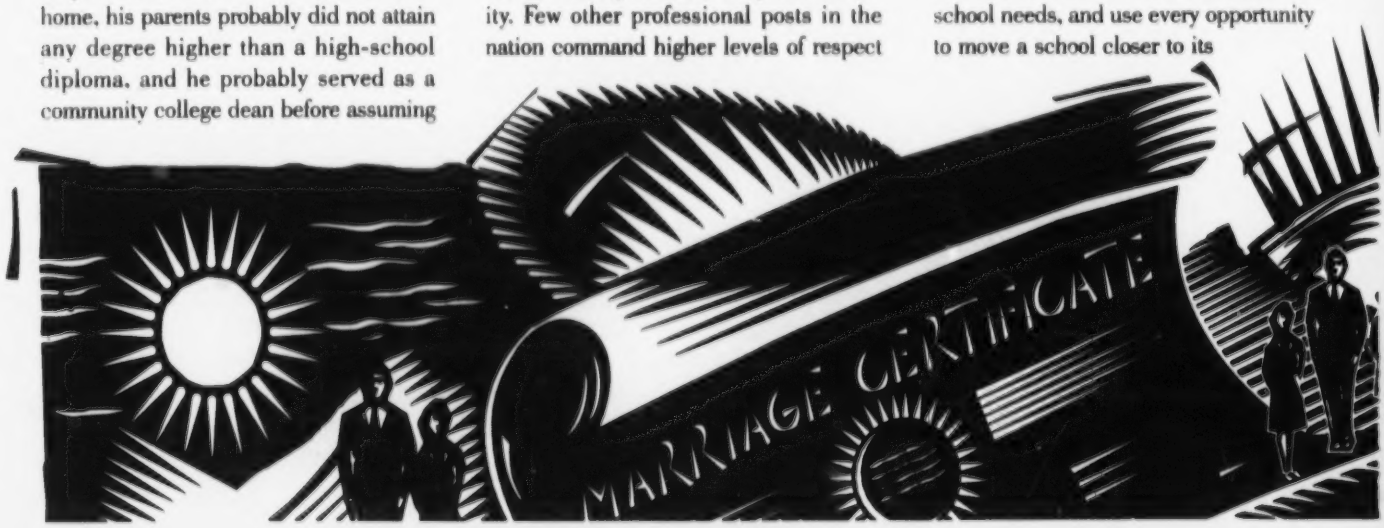
Effective Board/President Relations

Excellence is the key word in goals expressed by business, industry and education. Achieving excellence in a community college is the direct responsibility of the board and the president. A pre-condition for excellence is good relations between the two. In this article I will try to touch upon some of the factors important to good board/president relations.

First, I'd like to discuss the president. Usually he is a white male—only 11 percent of presidents are women, only 4 percent are Black, and only 1 percent are Hispanic. The average president is about 50 years old, he comes from a blue-collar home, his parents probably did not attain any degree higher than a high-school diploma, and he probably served as a community college dean before assuming his first presidency. He has probably not been involved much in research or publications. About half have spouses who work full- or part-time, and of those who work, half are employees of their spouse's college. Sixty-two percent of college and university presidents reside in a college-owned home. Presidents and spouses attend about 170 social functions and entertain about 60 times a year on behalf of the college. These figures are higher for single, female presidents.

In "How to Avoid Becoming a College President" (*Community College Week*, Dec. 24, 1990), John Garmon refers to ascending to the community college presidency as the gold medal of upward mobility. Few other professional posts in the nation command higher levels of respect from public and private sectors in their locales. The post carries prestige, power and wealth—yes, wealth because many community college presidents are paid more than state governors, U.S. Senators, or corporate executives.

Playing the central role in the life of the college, always available, always smiling, always well dressed, the president is described by Arkansas Governor Bill Clinton as "a visionary with the understanding of what the school is all about and the ability to articulate that vision clearly and persistently through realistic goals and objectives...a tactician with the ability to match tasks with talent, whether human or technical, align scarce resources with school needs, and use every opportunity to move a school closer to its



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vision...a diplomat, with the self-discipline to evaluate fairly how objectives and resource management are working to support vision, coupled with an unyielding commitment to excellence while communicating with the diversity of school interest groups."

In "Retaining a Peak Performing President" (*Trustee Quarterly*, Fall, 1989), Terry O'Banion quoted David Robinson, president of Edison Community College in Florida, who stated, "The CEO is vulnerable...vulnerable to criticism, pressure, long hours, unrealistic expectations, alienation from family and friends, and the overriding concern that the CEO is ultimately responsible for everything that happens to the institution."

The AACJC *Building Communities* report (1988) indicates that the role of the president is becoming more complicated and more risky as more constituencies are served, resources become more scarce, and bureaucratic encumbrances become more numerous. The president needs to be a coalition builder, a strong manager, and an inspired leader with an educational vision who can inspire others to follow.

The presidency is one of the most rewarding, non-routine, and interesting of all professional careers but, at the same time, is also demanding, highly visible, sometimes lonely, and often frustrating.

"The CEO is vulnerable... vulnerable to criticism, pressure, long hours, unrealistic expectations, alienation from family and friends, and the overriding concern that the CEO is ultimately responsible for everything that happens to the institution."

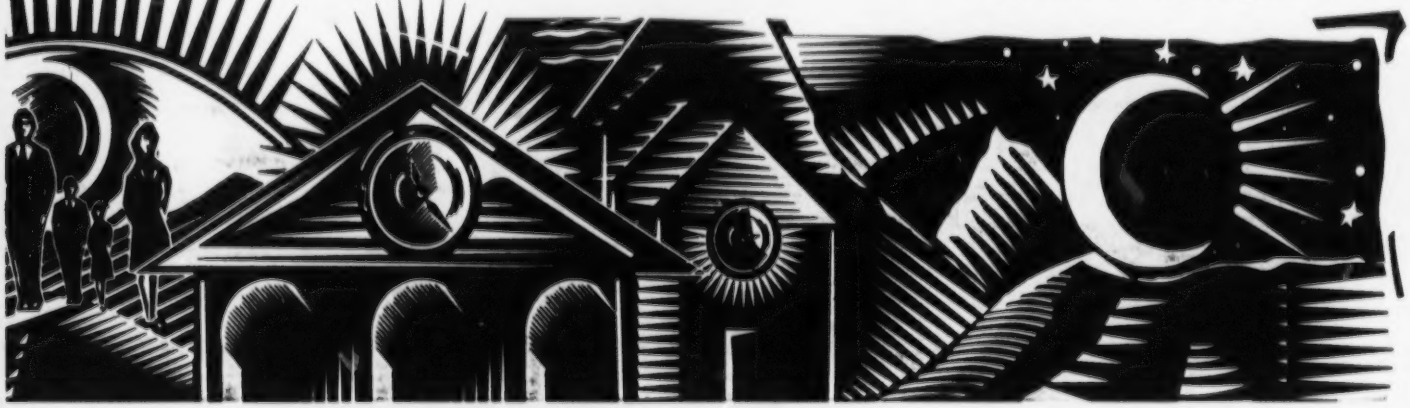
What about trustees? When I first became a trustee, nearly 26 years ago, there were only a handful of women trustees in Michigan. Today, about one-third of Michigan trustees are women and this trend is nationwide. Women trustees outnumber men at three Michigan schools. Today's trustee is more likely to be younger and less well heeled. Ed Gleazer says that today's trustees have also shifted their perspective with regard to the presidency. They are now more assertive, less likely to be awed by the president's knowledge, and seldom see themselves as subordinates. They are becoming more prominent in the governance role and more willing to assume responsibility.

Building Communities reports that 15 to 20 percent of trustees are new to their position each year. Since a trustee usually requires a couple of years to really understand the college and the role of the trustee, that means a typical board has about five "up-to-speed" trustees and two with "learner permits." Translated, that means trustee education must be a high priority for boards. State, regional, and national meetings are not just pleasant; they are essential to trustees who want to become better trustees.

Effective trustees are not born that way. Effective presidents are not leaving the education of trustees to chance, but are providing encouragement and opportunity for trustees to study pertinent literature and attend educational meetings.

Who influences trustee decisions? Reporting on a survey of minority trustees in the *Trustee Quarterly* (Spring, 1986), Jerry Lacey found that 80 percent are influenced most by the CEO and to a lesser degree by other board members. However, 93 percent of minority trustees feel that other trustees are influenced more by faculty members and administrators other than the president.

Trustees come and go, but good boards provide the continuity and stability necessary to guarantee integrity at a college. Immediately after a new trustee is elected or a new CEO comes aboard, a board retreat with the president and all trustees present is an excellent way to get off to a good start. The retreat agenda should



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include a review of college programs, procedures, and operational style as well as impart the values and vision of the board and president. There should be a frank discussion of the value of the president to the institution and the board's responsibility to maintain and enhance that value. The board chair or another capable and respected trustee should help new members to understand the rationale behind the president's salary and benefits and the need for development activities, challenge, and board support. The entire board must understand and appreciate the value of a good president.

A president receives direction from the entire board acting at a meeting or from the chair; therefore, the selection of a good board chair is crucial to good board/president relations. The chair serves, as one community college president said, "...to keep the small-minded, envious, or contentious board member from tying up too much of the president's time in stroking egos or responding to petty requests." The chair tries to clarify the lines between policy and administration for the board. The chair acts as a conscience, reminding individual trustees when they are meddling or getting too cozy with some campus entity. The chair sees board problems, such as personality clashes and political divisions, as his or her responsibility, not the responsibility of the president. And a president would do well to step back from such risky areas. Recently I followed the progress of a president who got involved in the trustee election process, raising money and campaigning for incumbent trustees. When the incumbents were not elected, that president had a problem, and within a year he was no longer president.

A good president deserves not just a good chair but the best chair. The chair's relationship to both fellow board members and the president must be excellent if the college is to attain and maintain excellence. Many colleges rotate board chairs or limit them to two-year terms as a fair and politically sound practice, but such procedures do not guarantee the selection of the best chair.

Terry O'Banion tells trustees, "Changing board chairs every year can be as disturbing to the institution as changing presidents every year would be. Outstanding boards that want to hold on to an outstanding president should consider changing their policies to allow for the best board chair to be elected..."

A given board/president relationship begins with the hiring of a president by a board. This task is considered to be the most important task a board can face.

At one time it may have been a simple, straightforward task, but that's not true today. The process can take up to two years from the time a board realizes it needs to look for a new CEO until the new president is functioning full-time on campus. During this period there may be a re-evaluation of college priorities. Then an elaborate and rather expensive search procedure commences involving the entire college and part of the community. It absorbs the energies of many people for many months. During the process unlikely friendships and lasting hostilities may be formed. The public is baffled by the slowness of the process and the aura of secrecy. And board watchers suspect violations of the open meetings act. These are usually not a college's best years.

Sometimes the presidential search process is like the process of getting a face lift. First there is the feeling of vague dissatisfaction followed by considerable soul searching, painful introspection, and even a bit of depression. Once the decision is made there is an initial feeling of relief, but then the picture becomes more painful, and then blacker. Bystanders speculate about what really happened, but eventually, if one is lucky, things get better and better and better until the outlook is just beautiful.

During 1990, five Michigan community colleges conducted CEO searches. One college board conducted its own search while the other schools contracted with ACCT for help. As many as 400 applications may be received for any given position, but the number of applications seems to be related more to the manner of advertising than to the quality of the institution.

According to Clark Kerr, in *Presidents Make a Difference: Strengthening Leadership in Colleges and Universities* (AGB, 1984), presidential candidates would really prefer to be president at a four-year college over a two-year college, a private over a public, a religious over a non-religious, and an academically elite over a non-elite. Using that comparison, the desirability of a community college presidency is ranked dead last. Kerr also reports that CEOs working with elected boards of trustees have the most difficult challenge in all of higher education because such boards have fewer members and one or two trustees can have a great influence on a CEO's goals and career. Also, these elected trustees feel more powerful than CEOs

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because they believe, as elected officials, they speak for the people. Once hired, a candidate averages five years as president of the same community college; moreover, the first couple of years of a presidency, like the first couple of years of a trusteeship, do not usually produce peak performance.

If the college is functioning efficiently and effectively, student learning is being enhanced, the climate is positive, and the board and president work well together, the board should make every effort to keep that president and not run the gauntlet of trying to find a better replacement.

In 1987 Lynn Whitmore conducted a survey of 522 trustees in 24 states. She asked trustees to rate factors that were the most important in contributing to good board/president relationships. As she reported in the *Trustee Quarterly* (Fall, 1987), their rating showed "open communication between board and president" in first place. Second was "mutual respect and confidence," then "clear recommendations from the president and no surprises at board meetings," followed by "early board involvement in policy-making." Next was "agreement between president and board as to college goals" and last was "understanding the difference between the policy role of trustees and the administrative role of the president."

Good board/president relations are like good marriages; they don't just happen. A good board and a good president work at establishing and maintaining a very special relationship. The best way to begin is to sit down together and mutually develop a clear, common vision; an understanding of where the college should be heading

A president receives direction from the entire board acting at a meeting or from the chair; therefore, the selection of a good board chair is crucial to good board/president relations.

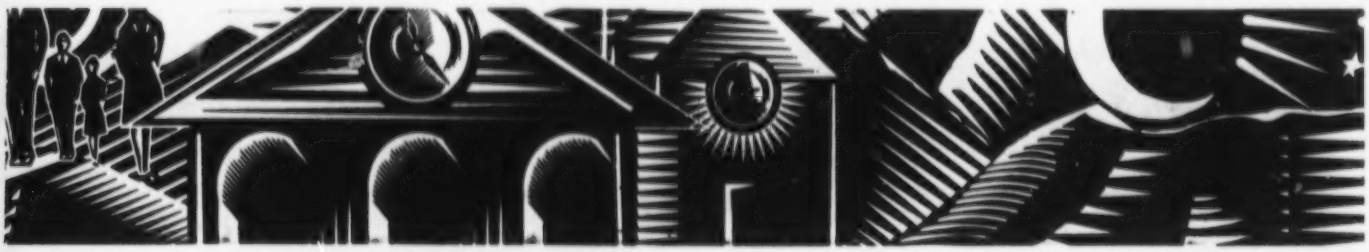
and the priorities to be used to get there; a vision that is owned by both the board and the president. Then as the board stands back a bit, challenging and supporting, the president expands and builds the dream, using all of her skills to share that vision and lead campus and community toward these goals. If everyone is promoting the same vision, there will be no misunderstanding over athletic directors.

Boards need to be realistic in what they ask a president to accomplish. As Charles Harrison reported in "How Does Your President Measure Up?" (*Trustee Quarterly*, Winter, 1989), Delaware County Community College in Pennsylvania set priorities for a new president and asked him to report back with a self-evaluation at the end of the first year. He did that, but he also included the amount of time he had spent on each project and the amount of time that would be necessary to accomplish what had been desired. The board observed that there was no way any mortal man could have accomplished what they had requested.

The topic of evaluations should be discussed before a president is hired so she knows what to expect. An annual evaluation tailored to each individual college is a good way to force a board to sit down with its president and assess where their relationship is. There are all kinds of evaluations so this, too, should be reasonable. One former president said one of his evaluations had notified him that on one occasion he had neglected to respond when greeted in the hall. The late Eldon Shafer, former president of Lane Community College in Oregon, reported that one board had "compiled a list of 726 ways a president could go wrong."

Don't judge a president based on one event, good or bad. Look at the long-term picture. Evaluate routinely, not just at crisis times, and make the evaluation process a constructive one. Evaluations should address such things as present leadership, long-range planning, budgeting and finance, condition and adequacy of facilities, curriculum development, meeting educational and training needs of the area, honest public relations, and selection and retention of qualified personnel.

However, if something bothers you, don't wait all year for evaluation time before you talk about it. Solve the little things as you go along, and you will have established a pattern for handling anything bigger. Communicate with each other. That means board members get to read a lot. Some boards get more information than they can use but need better



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information than they get. Don't mix internal campus decision making with the responsibilities of trustees.

Don't surprise each other. If you hear something about the college, pass it on to the president; don't take it upon yourself to investigate and give a full-blown report at the next board meeting. Let the president investigate and get back to you. Don't play the "gottcha" game. And the president may want to send up red flags even when he or she thinks a situation will simmer down. It's downright embarrassing for a trustee to hear college scuttlebutt for the first time on the street; it's much better to have a few false alarms and be prepared to explain or defend. The president needs to remember that the board is a talented resource which will advise him and protect him if he keeps it informed.

A survey of the expectations of trustees and CEOs was conducted in December, 1989. As Ray Giles reported in "Governance and Leadership" (*Trustee Quarterly*, Spring, 1990), the majority of the trustees indicated a greater desire to be involved than CEOs believed appropriate in four key areas. The greatest agreement on expectations was between boards and CEOs of small colleges, while the greatest division appeared between boards and CEOs in the nation's multi-campus districts. For example, 60 percent of multi-campus-district trustees believe budget preparation is a board responsibility with assistance from the CEO or a joint responsibility, while 71 percent of the CEOs believe it to be their exclusive responsibility or their responsibility with board involvement. Similar figures point out philosophical differences in multi-campus districts in the area of conducting community relations, hiring deans and vice presidents, and planning board meeting agendas. Clearly these are critical areas where boards and CEOs should be examining their individual expectations and working out agreements.

I urge boards to be aware of the president's need for challenge and growth, for

A good board and a good president work at establishing and maintaining a very special relationship. The best way to begin is to sit down together and mutually develop a clear, common vision; an understanding of where the college should be heading and the priorities to be used to get there; a vision that is owned by both the board and the president.

affiliation and peer support, and for intellectual stimulation. Encourage professional growth through academies and state and national affiliations which offer the opportunity of exchanging ideas and information and forming peer networks. Make sure your workaholic president is taking vacations. Quality presidents thrive on new ideas and challenges. And these new ideas and challenges create a ripple effect as they filter down through the campus, making it a more vital and exciting place to work and to study. Don't shortchange your president on salary and fringes. It just doesn't pay.

From the bad and the good, from demonstration to graduation, both sides are urged to maintain a good sense of humor for, as someone once said, the person who laughs, lasts—particularly if you can laugh at yourself.

If boards and presidents haven't considered all these items and moved well into comfortable territory with a clear vision and lots of mutual support, trust, and respect—by the time the honeymoon is over, there may well be talk of divorce. George Vaughn, who is the director of the Center for Community College Education at George Mason University, says in "How Long is Too Long?" (*Trustee Quarterly*, Spring, 1990), that trustees and CEOs should be discussing divorce and be concerned about the appropriate time for a president to depart. The presidency and the college both suffer when a president settles comfortably into mediocrity, where survival, not leadership, is the issue, and average, not excellence, is the order of the day, or when greener grass, great-great grandchildren, or itchy feet bring about a restlessness that will be relieved only by relocating.

And if divorce occurs, what happens then? One-third of the presidents who leave a presidency go on to another school as president. The balance retire, go into teaching, or into another type of business. And the college...by the time a CEO search occurs, a new president is hired, and it has stabilized, two to three years of quality time will have been lost. If the new president doesn't work out, the process repeats, and the college could well be on a downhill slide that will be hard to stop. That's why it's so important for both boards and presidents to really work to establish a quality relationship. There are no perfect presidents and no perfect boards, but together good presidents and good boards can build almost perfect board/president relationships which will foster excellent colleges.

—Beatrice Doser, Trustee
Montcalm Community College
Sidney, Michigan

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Rhode Island Comprehensive Salary Reduction Plan Averts Crisis

With three months remaining in the fiscal year, facing a state operating deficit of at least $239 million out of a total budget of $1.5 billion and the requirement for a balanced budget by June 30—compounded by a banking crisis, a deepening regional recession, and a soaring state unemployment rate—public higher education in Rhode Island enacted an innovative comprehensive salary reduction plan which is expected to yield a cash savings to the state treasury of $5 million in the current fiscal year and over $9 million in FY 1992.

As part of Governor Bruce G. Sundlun's plan to close the state's 16 percent deficit, he called for public higher education to contribute some 6 percent of its state appropriation. The governor's priority for public higher eduction, shared by the Rhode Island Board of Governors for Higher Education, which governs the Community College of Rhode Island, was to maintain current service levels throughout the system for the duration of the economic squeeze, while positioning the system for continued expansion both quantitatively and qualitatively once the crisis abates.

The innovative salary reduction program, proposed by Americo W. Petrocelli, higher education commissioner, requires no program cutbacks, no disruption of services, and no layoffs. In addition, where union contracts call for negotiated pay increases, these will be honored.

The plan calls for a 10 percent salary reduction, equivalent to one day's pay, over the final ten bi-weekly pay periods of the fiscal year. In return, workers will accrue an extra ten days paid leave, to be recaptured at retirement, or which may be used as additional vacation, sick, sabbatical, personal, or other paid leave. In effect, the value of the forgone day's pay will rise as the employee's salary rises.

For FY 1992, the salary reduction program will be continued for the first 19 pay periods, after which compensation will be returned to the 100 percent level.

The plan includes a second, voluntary aspect: employees may choose to give back additional days and will be recompensed under the same conditions as the mandatory program; in effect deferring income until retirement, anticipating future pay raises.

Under the terms of the plan, employees have been guaranteed no layoffs through June 30, 1992, except for reasons unrelated to the fiscal crisis.

This plan works where others come up short, because it applies universally, no matter how critical the position or non-traditional the working arrangement. The plan applies to all public higher education employees to the extent that they are paid from general revenue. Even hourly and part-time employees are covered.

"We're quite pleased with the way it has worked so far," said Edward J. Liston, president of the Community College of Rhode Island. "It takes a lot of leadership and cooperation. One of

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North Carolina Education Leaders Speak Out About Consequences of Budget Cuts

The statement below was released jointly by the North Carolina state administrators for the three systems of public education—K–12, community college, university—in an effort to educate the general public about the consequences state budget cuts will have on their local schools, their local community colleges, or the public college or university they or their children may be attending.

Since the height of the depression, North Carolina lawmakers have steadily, and at times, heroically, charted a course designed to create a system of public education competitive with any in the nation. It has been an accepted tenet that North Carolina's progress as a state is intimately coupled with the quality of its three public education systems.

Subcommittees of the Joint Appropriations Committee—searching for a means to balance the budget—have proposed cuts of almost $250 million for the 1991–92 education budget. Those cuts come hard on the heels of cuts and "negative reserves" imposed last session. These cuts are real and substantial. More importantly, the cuts carry the promise of undermining the hard-won improvements to the public education infrastructure that so many have worked so hard to implement over the years.

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the keys was union leadership, both faculty and non-faculty, who worked very hard to sell it to their membership."

The plan is supported by all nine of the major bargaining units under the jurisdiction of the Rhode Island Board of Governors for Higher Education—including units represented by the AFT, NEA, and AAUP. In addition, the non-unionized staff has also joined the program.

"Non-faculty, and especially non-union are more vulnerable to layoffs than faculty," said Liston. "Because we are more of a family at the community college, our faculty cared about others who are more vulnerable and supported the plan more quickly than faculty at other institutions." The University of Rhode Island and Rhode Island College are the other public higher education institutions in the state.

"We are proud that our unions were the first in the state to support the plan," said Robert Henderson, vice-president for business affairs.

"This is a very, very effective plan and we are already receiving the benefits. Under this plan everybody works, there is no loss of service, as opposed to plans where the institution closes for the day. Employees taking advantage of extra vacation days can leave the institution temporarily short handed, but you do not have to fill the position," said Henderson.

To absorb the ultimate payout costs without obligating the system to additional expenditures, positions vacated by retirees will not be filled for a period equal to the number of extra days the retiree has accrued by participating in this program.

"There was not a lot of time left for talking," said Liston. "The longer you wait, the worse the problem gets and a plan such as this one may be too late."

"I think it speaks very well of our people that they are willing to be a part of the solution to the state's budget crisis," said Commissioner Petrocelli. "This is a very good example of the best of what can come out of labor-management negotiations in a time of crisis."

In a letter to each of the system's 4,600 employees, Petrocelli said, "I recognize the sacrifice that this plan imposes on you and your family, but I am convinced that alternatives involving immediate layoffs and/or reductions in pay without future recovery would seriously erode our system's competitive position at a time when our total enrollment and quality of instruction have reached historic levels."

continued from page 11

The Bonner Bridge at Manteo took years to plan, design, and build. Yet, it only took one storm and one barge to render it useless. Although rebuilt, the citizens and economy of the area will pay for its loss for years to come in terms of lost jobs, lost revenue, and lost opportunities.

It is this concern for not losing the momentum for educational improvements that has already been established, that we—the leaders of North Carolina's three systems of public education—feel compelled to alert the people of this state to the disastrous impact the current round of budget cuts—not to mention any future cuts—will have on our public schools, our community colleges, and our state universities.

We must have a public education system that is financially healthy and fiscally stable, not a public education system that must wonder whether its funding is secure from year to year. We firmly believe the line must be drawn at further budget cuts. Our ability to provide quality education and training services for our students has already been compromised; further cuts could be injurious, if not fatal.

We are facing perilous budget times, and everyone in state government needs to help with their fair share. We agree that a cut here and a squeeze there will help make it possible for the state to navigate these difficult economic times.

We are now watching programs like summer school for at-risk children be reduced even as we say we are committed to curbing the dangerously high level of dropouts that haunt our state.

Undergraduate students are finding their majors dropped and required courses unavailable as colleges are forced to cut deeper and deeper into programs, not fat.

Community college presidents are forced to turn down new requests by businesses and industries for training and, in many cases, are not able to enroll everyone seeking literacy training.

We are fearful that what began as a necessary, healthy process of trimming and slimming down the state's budget, has become a process of rolling back the educational progress it took so long to make.

For ten years, political and business leaders in North Carolina, as well as those around the nation, have been committed to the proposition that the economic welfare of our state and nation were inexorably linked to the health of our public education systems.

Nothing has happened to reverse that proposition. In fact, today's economic downturn eloquently makes the point that our basic industries are threatened in today's global market. As a nation, we are dangerously close to losing the ability to compete.

North Carolina can't attract new businesses on promises. We will only grow economically as our people grow educationally. Unless our public education systems produce thinking, reasoning graduates who can grow new businesses and grow new jobs, we may live to see the prediction come true that our chil-

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The Trustee Role in the College's Public Relations Plan

rustees are grassroots community activists and community leaders and should be a vital part of your public relations plan," said Joyce Boatright, director of public information and community relations for the Houston Community College System, at the annual conference of the National Council for Marketing and Public Relations (NCMPR) in Washington, DC.

Leading a discussion on "Public Relations and Your Trustee: Integrating Your Board Into the PR Mix," Boatright told the assembled community college public information officers, "Trustees are the best ambassadors you can have. Put the board into your PR plan as one of the vehicles to take the message about the college to the community."

Boatright detailed strategies for involving trustees in the PR plan. "Work with trustees so that they have the tools and tactics they need to maintain the college's good image in the community," she said. "Print business cards for college trustees and encourage them to distribute them generously. Often, through their memberships in civic and professional organizations, trustees have contacts that include key opinion makers in important groups.

"Create notecards and stationery for the trustees to dash off congratulations to faculty who win awards and 'thank-yous' to company managers who donate equipment to the college," she said.

"No one speaks better for the college than those people from the community who have been elected or appointed to represent it," said Boatright, describing a plan for a circuit tour of all the clubs and organizations in the community. A general speech or presentation can be drafted for trustees to personalize to fit their individual focus and the specific interests of a particular group. If the college or the college's foundation has a video about the college, it or a portion of it can be incorporated in the presentation. Certainly a packet of brochures about the college should be assembled for trustees to take with them as they move along the speakers' circuit, she said.

Additional roles for trustees include: interviews, photo opportunities, public service announcements, and college and community events.

Boatright recommended gathering and sharing with trustees stories about the college that underscore the image you want the college to have.

She reminded workshop participants that behind practically every lectern is an exemplary faculty member who has an unusual or interesting background. Community colleges across the United States are filled with teachers who have done exceedingly well in business and now want to give to their community and to the next generation the gifts of their experience and knowledge. "These are the kinds of facts you want trustees to know when they're faced with someone spouting 'Those who can, do, and those who can't teach,' " she said.

While research is often the realm of four-year colleges and universities,

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One of the most important roles trustees can play is that of college advocate in the community-at-large. Houston Community College System trustees Bruce A. Austin (left) and Gene L. Locke confer on a key point during their part of a public debate on adequate funding for higher education.

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Boatright reminded participants that community colleges are conducting serious classroom research. They are also working with prestigious national organizations, such as the Ford Foundation, to track special populations as they pursue degrees in transfer programs.

As community leaders and college policy makers, trustees make a positive impact on students and employees when they attend college events. (From left) Houston Community College System trustees Bill Russell, Jim Henderson, Roland Smith, and Gene Locke show their interest in the fine arts by patronizing a college-sponsored, faculty-performed musical.

Much of the applied technology going on in higher education is happening in two-year institutions. Because of the business advisory committees that oversee occupational/technical programs, classrooms are often joint ventures for cutting-edge, career-focused programs. Boatright suggested researching the relationships between business-industry and the college, then transcribing those findings into human interest stories for trustees to carry in their pockets. Be sure trustees have handy examples of strong partnerships that make a difference in economic development and community involvement, she suggested.

"Trustees should have knowledge of the human side of college statistics," said Boatright. "Community colleges are filled with students who are overcoming great odds because of their drive for a better education, a better job, and a better life. Be sure trustees know about exceptional students with unusual backgrounds so that they can bring the statistics to life."

By their nature, community colleges are activity hubs for their areas, but residents and business leaders may be unaware of the diverse and interesting events taking place on campus. Trustees can help to spread the word as they move throughout the community.

"With spiraling college costs and dwindling resources, governmental relations cannot be left to chance," said Boatright. "National organizations, such as ACCT, and many state organizations offer instructive seminars for developing the skills of trustees so they are sterling advocates of both the national community college movement and their individual college districts.

"Trustees, because they are elected or appointed, often have a special relationship with other public officials," she said. "Make sure trustees take an active role in the college's legislative action agenda. Encourage them to seek active memberships on Chamber of Commerce committees, economic development councils, mayoral and governor committees, and task forces."

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dren may well be the first generation to have a lower standard of living than their parents.

The 1991 Session is not simply about balancing a budget in hard economic times; it is about fundamental decisions on the kind of North Carolina we are going to have in the future, about the kind of North Carolina our children will inherit.

In our opinion, we cannot afford to roll back the educational clock in a state that is already behind time.

We recognize the political difficulty of serving in public office in times such as these. It is important that we remember that the present economic difficulties are temporary. But damage we do to our system of public education, damage we do to the aspirations of our children and young people, will not be temporary.

That quality of life for North Carolinians living today and those who will follow us tomorrow is what is at stake in this 1991 session of the General Assembly. We believe it is time to say, "Enough is enough. We should go no deeper." It is time to begin the search for solutions that offer the potential for a better future for the people of North Carolina.

—Bob Etheridge
State Superintendent of
Public Instruction

—Robert W. Scott, President
North Carolina Community
College System

—C.D. Spangler, Jr., President
University of North Carolina
General Administration

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ontract Training. Customized Training. Corporate Services. By whatever name, a new program to serve business and industry has emerged during the last decade in community colleges that is a significant innovation. These programs are dynamic, innovative, entrepreneurial, and serve as the vanguard in a national effort to train the workforce for the year 2000.

Community colleges have been serving business and industry for decades but primarily through their regular, on-campus vocational technical programs. Most of these programs have been one-year certificate or two-year associate degree programs. During the '80s, community colleges expanded services to business and industry in dramatic new ways that took their services off the campus and placed them in factories, industrial sites, and board rooms. A number of community colleges have created special technology centers for addressing the special needs of business and industry, and more than 30 have banded together in an new consortium to share experiences and resources.

This change in the scope and kind of service community colleges provide business and industry has been such a major change that it can be described as a new mission for the community college. In some colleges the business and industry institute has been organized as a college within itself with an organizational structure and salary schedule different from the rest of the college. The

curriculum is different; the instruction is different; and the growth, phenomenal to date, is expected to continue dramatically.

In an informal survey of representatives from 14 League for Innovation colleges attending the League's Customized Contract Training Network in Phoenix, Arizona, on February 5, 1991, it was learned that these 14 colleges in the past year:

- Served over 250,000 students,
- Served over 10,000 companies,
- Earned over $46 million in revenue.

In the near future, some of these programs are likely to enroll more students than all the other programs in the college combined. Given their propensity for earning revenue, the programs are increasingly attractive to resource-deprived institutions.

This expanding innovation, however, has created a number of opportunities and challenges that have yet to be examined carefully and critically. In the rush to expand this new mission, trustees need to help college leaders ask the important questions:

1. How should these programs be organized and managed in keeping with the basic educational commitments of the community college?
2. What is the role of the faculty in reviewing and approving the curriculum, instructional approaches, and faculty assignments?
3. How should these programs be evaluated, and how should the faculty members teaching in these programs be evaluated?
4. How should services be priced for business and industry?
5. How does the college rationalize to state funders that these programs can earn revenues to support other programs without inviting cutbacks in state appropriations?
6. What impact will these programs have on the college's commitment to underprepared students, minorities, women, and new immigrants?

These and other questions will need to be addressed by trustees and community college leaders if these programs are to be integrated into the institution as an important new mission for the community college. If these issues can be addressed and responded to in creative ways, these programs have the potential of serving as in-house incubators for exploring innovative approaches to the curriculum, instruction, the use of instructional technology, student assessment, and faculty evaluation.

Trustees will play an important role in helping the community college to address the challenges and realize the potential of this new mission.

Terry O'Banion is the executive director of the League for Innovation in the Community College.

CALENDAR

Trustee Education Opportunities

July–October, 1991

July

7–11

League for Innovation
Leadership 2000
Chicago, IL

18–20

Michigan Community College
Association
Traverse City, Michigan

26–27

Wisconsin VTAE District
Boards Association
Wausau, WI

August

1–2

ABC/SUNY Educational Seminar
for New Trustees
Albany, NY

22–24

Iowa Association of Community
College Trustees
Cedar Rapids, IA

September

TBA

Maryland Association
of Community College Trustees
Annapolis, MD

12–13

Trustees Association for Community
Colleges of Washington State—Fall
Conference and Legislative Forum
Southcenter, WA

October

2–4

Association of Boards of Trustees of
Community Colleges of SUNY
Fall Conference
Rochester, NY

16–19

ACCT Annual Convention
Mississippi Gulf Coast

TBA

AGB Workshop: Strategies for
Presidential Search
Washington, DC

October

24–25

Federal Update Conference:
ACCT/AACJC Joint Commission
and Metropolitan Community
College
Omaha, NE

25–27

Kansas Association of
Community Colleges
Wichita, KS

28–29

Texas Association of Community College
Trustees and Administrators
Austin, TX

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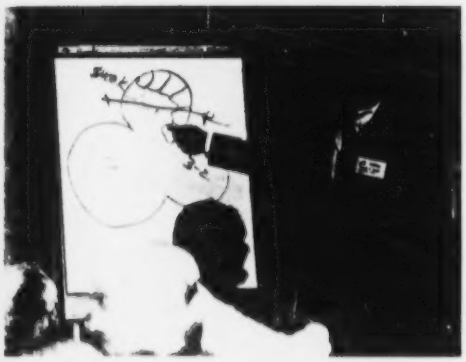
ACCT meetings offer opportunities for education, development, sharing, and renewal.



The annual convention, the national legislative seminar, and the regional seminars are a major part of ACCT's comprehensive trustee education program.

Trustees enrolled in the ACCT Trustee Education Recognition Program are able to satisfy various requirements at ACCT meetings.

1991 - 92 Convention and Seminar Schedule

National Legislative Seminar

March 1-3, Washington DC

Regional Seminars

Pacific Region, April 30-May 2
Portland, Oregon

Central Region, May 7-9
Columbus, Ohio

Northeast Region, May 28-30
Williamsburg, Virginia

Southern Region, May 28-30
Williamsburg, Virginia

Western Region, June 11-13
Snowmass, Colorado

Annual Convention

October 16-19
Mississippi Gulf Coast

Call ACCT at (202)775-4667 if you would like more information about ACCT meetings or the ACCT Trustee Education Recognition Program.

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FALL 1991

TRUSTEE QUARTERLY

Resolving the Deficit Dilemma

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

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Opinions expressed are those of the authors and not necessarily those of ACCT.

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Director of Publications: Sally Hutchins
Executive Director: Ray Taylor

Association of Community College Trustees
1740 "N" Street, NW
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(202) 775-4667

FALL 1991

TRUSTEE QUARTERLY

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Growing numbers of colleges are faced with deficits brought about by the increased costs of doing business in labor-intensive institutions and decreased revenues from state and local governments. Diminishing resources raise the spectre of austerity, if not retrenchment, at a time of substantial enrollment growth, a paradox that everyone would like to resolve in favor of the student if possible.

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Community college leaders in states where local trustees are appointed by the governor vigorously defend the system, saying disruptions caused by turnover in the statehouse and the vagaries of party politics are a fair price to pay for a selection process that, for the most part, results in high-quality educational leadership.

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Resolving the Deficit Dilemma

During his 1960 presidential campaign, John F. Kennedy quoted a Midwestern farmer who had just planted some corn, "I hope I break even this year. I really need the money." Community college presidents across the country now share the same hope. They too really need the money and breaking even has become a real challenge.

Growing numbers of colleges are faced with deficits brought about by the increased costs of doing business in labor-intensive institutions and decreased revenues from state and local governments. Diminishing resources raise the spectre of austerity, if not retrenchment, at a time of substantial enrollment growth, a paradox that everyone would like to resolve in favor of the student if possible. Some hard-pressed institutions are choosing between accessibility and the maintenance of quality, speculating as to which, if compromised, can be most readily restored in the future. The choices are tough.

Trustees are uncomfortable with anything less than balanced budgets and good audit reports. They expect their institutions to be managed according to sound business principles no matter what the economic climate may be. Unfortunately the reality of today's economy is undermining even the most carefully prepared budgets, sending growing numbers of institutions into unanticipated deficits.

Pennsylvania community colleges, which receive state funding in the amount of one-third the cost of operating or $1,000 per FTE (whichever is less), are facing an unusual paradox in this respect. Since 1988, an unprecedented enrollment surge has so greatly exceeded appropriations that the state is forced to fund operations out of capital monies. At my own institution, we have received no discretionary capital funds for the third consecutive year. This has required us to tap operational funds to cover essential repairs and equipment, causing a temporary deficit to occur in an otherwise balanced budget.

The purpose of this article is to share some of the thinking that guided us at Bucks County Community College as we planned a way to eliminate the deficit without curtailing services. I hope our experience will prove helpful to others facing similar circumstances.

Because of their great diversity, community colleges are developing diverse approaches to meeting this challenge. Although there is no single magic formula applicable to all, there are some basic guidelines that all institutions can apply regardless of their local circumstances.

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First and foremost: "Honesty is the best policy."

This truism merits repetition. The temptation to put one's best face forward must be countered by the realization that the trustees, the college community, and all sources of funding have an entitlement to full disclosure. No matter how serious the difficulty, it is not as serious as the aftermath of decisions based upon misleading information. "Solutions" based upon misinformation compound problems exponentially.

Establish a community perspective: Even in bad economic times, community colleges have a positive economic impact on their service areas.

It is important to explain that, no matter how serious its financial difficulties may be, the college will continue to generate revenues from outside its service area, to meet a payroll, and to purchase equipment and services. It is helpful to determine how much money the average local taxpayer contributes annually to support the college and to calculate the direct local spending impact of the college on the local community. Typically, the college community itself will spend several dollars for goods and services for each local tax dollar invested in the college. This knowledge will help build political consensus for ongoing if not increased local support in troubled economic times. [See page 14 for an example.]

Establish a budget perspective: Colleges are not blessed with a plethora of discretionary accounts.

Subtract from a typical community college's operating budget salaries, benefits, plant operations, essential supplies, and essential services and you have left the "discretionary funds," probably an amount representing 5 percent or less of the total. Included are items, however, that catch the attention of the press and local politics: out-of-state travel, entertainment, trustee expenses, and the like. Commonly, colleges report expenditures similar to the following:

	% of total budget	Dollar amount
General Supplies	1.00	$280,000
Instructional Supplies	0.40	111,000
Audio Visual Supplies	0.12	33,000
Travel	0.25	70,000
Trustee Expenses	0.06	18,000
Advertising	0.30	103,000

Because of their great diversity, community colleges are developing diverse approaches to meeting this challenge. Although there is no single magic formula applicable to all, there are some basic guidelines that all institutions can apply regardless of their local circumstances.

And so forth. Percentages place the dollar amount in perspective. Even so, one should avoid making the observation that "$18,000 is peanuts in a $28 million budget." Most taxpayers consider $18,000 a small fortune!

Explain the reason for the deficit.

"Everything secret degenerates: nothing is safe that does not bear discussion and publicity."

—Lord Acton

Deficits occur when expenditures exceed revenues. Avoid the pitfall of being overly simplistic in assessing causes. It's easy to blame government for lack of sufficient appropriations, but there is little appeal when general economic conditions place all publicly funded agencies in fiscal jeopardy. The deficit may be caused by a combination of factors, i.e., rapid escalation of health insurance and utility costs, the impact of the recession on state and local government, the retreat of the federal government from funding state and local programs, the necessity for the college to tap operating funds to cover essential capital expenditures, an ongoing collective bargaining agreement that mandates disproportionately high salary increases in relation to current economic realities, increasing enrollments, and so on. Emphasize the college's readiness to respond comprehensively through budget reductions, cost containment, and revenue enhancement measures. To the degree that the college itself is responsible for the deficit, confront the problem openly and take prompt corrective action.

Connect the deficit reduction strategy with a strategic planning process: If there is no strategic plan, develop one.

Any consideration of a long-range deficit reduction strategy must take into account the college's strategic planning process. Changes in budget priorities must relate to long-range planning priorities and assumptions. Excellent planning models exist. The National Center for Higher Education Management Systems (NCHEMS) provides excellent models.

Strategic planning leads to agreement on the college's mission and provides a broad vision of future directions. It endeavors to reveal the character of an uncertain future while also confronting a highly political environment both inside and outside the institution.

A word of caution—the professional literature on the relationship between planning and budgeting is contradictory. There is no "right way" to plan. Dogmatic approaches and formulations are

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simplistic. Develop a plan to meet the unique attributes of your college.

Appoint a study group.

"A great many people think they are thinking when they are rearranging their prejudices."

—Clifton Fadiman

Assign an internal study group the task of serving as a clearinghouse for ideas on revenue enhancement and cost management.

Invite the entire college community to provide input. For every 1000 requests for input you'll probably receive 50 written responses, a few of which will be well considered and useful. Have the study group summarize the responses and formulate recommendations. Be certain to give high visibility to this process as it is important to have meaningfully consulted with all institutional constituencies before making the tough decisions.

Make the tough decisions: Any substantial savings will necessarily require a reduction in the total workforce.

Study how the college deploys its human resources and determine whether staffing patterns fall within accepted standards when compared to peer institutions and national norms as determined through the College and University Personnel Association (CUPA). Develop your college's human resources profile. This will tell you where you have some latitude in reducing or reassigning staff.

For purposes of developing a staff reduction strategy, select an average salary for planning purposes. An appropriate target in many institutions would be $35,000 plus 30 percent benefits (total $45,000). Elimination of twenty position, averaging $45,000 per position, would yield $900,000, for example. If possible, reduction in workforce through normal attrition is preferable to lay-offs. Institutions that are able to carry a portion of their deficits over from year to year should consider an incremental approach toward balancing the budget in three to five budget cycles. This would permit the college to refill some vacated positions (say one out of three) to minimize internal stress. Unfilled positions can be compensated for in part through more effective computer utilization, more efficient deployment of staff, or more in-service training opportunities. Institutions that are required to balance their budgets annually, of course, face more Draconian measures.

Review academic and non-academic programs: A fiscal crisis is an excellent opportunity to assess productivity and utility.

Fiscal crises are cyclical, and few institutions improve their operational efficiency during the prosperous intervals. Austere times provide needed impetus for departmental consolidation and elimination and for the curtailment or suspension of unproductive programs. Audit all programmatic areas to assess objectively their relevance to the mission and planning priorities of the college and their effectiveness in serving their respective clientele. A college is a bureaucracy which, by nature, is conservative and protective of all its component parts. There are no institutions more resistant to change than those found in academia, including community colleges! Once the need for change is documented and agreed upon, act decisively and without regret.

Balance cost containment with revenue enhancement: Nothing sweetens the bitter elixir of retrenchment like the ambrosia of new money.

Every community college can increase revenues without raising tuition. Off-campus centers in leased facilities utilizing adjunct faculty and part-time staff generate revenue. Summer courses can be expanded by attracting local students who attend colleges elsewhere during the regular academic year. Tighter class scheduling, instituting college services fees, and opening early retirement incentives are other revenue enhancers. These will be accepted provided the integrity/quality of instruction is not compromised; keep faculty workloads and class size within accepted limits.

If your college is not generating alternative funds through grants and local philanthropy, it's time to establish an institutional development office. Regardless of location or size, community colleges around the nation are competing effectively for private and federal dollars. By virtue of their singular mission in higher eduction, they can make the best case for support. But putting a development office together and staffing it will be very controversial on campus until it generates its first million dollars! The National Council for Resource Development (NCRD), an affiliate of AACJC, and the Council for Advancement and Support of Education (CASE) can help you get off and running. As in any entrepreneurial initiative, you have to spend money to make money. "Cast thy bread upon the waters . . ."

Keep faith and hold a steady course: Nothing is what it used to be.

All across America higher education is facing unprecedented financial concerns. Whatever problems your institution may face, it has or can make its own opportunities as well. Capitalize on its strengths and its uniqueness as the community's college. Give your president and his or her staff the latitude and support needed to devise a strategy appropriate for your college; hold everyone to a high standard; don't accept anything less than a plan the board can buy into; then support your CEO through the ensuing storms. There will be other sunny days. ■

—William E. Vincent, President
Bucks County Community College
Newtown, Pennsylvania

When Governors Appoint Local Community College Board Members—

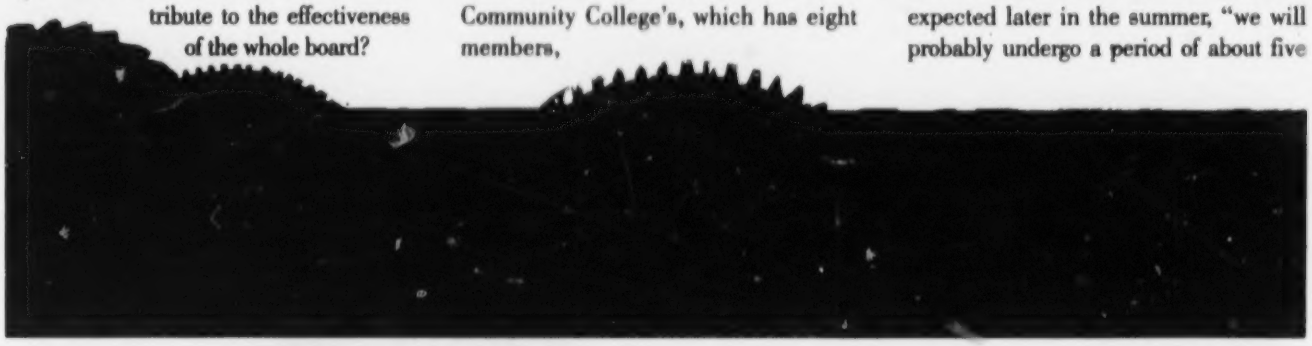
How Well Does the System Work?

The high turnover among members of boards of trustees has raised many questions in recent years. States where the appointment process is the road to trusteeship are often cited for high turnover. Issues such as politicization and board stability are associated with appointed boards. Are trustees being appointed who are highly qualified and dedicated and who will contribute to the effectiveness of the whole board?

One of the most difficult transitions in the past year has been in Florida.

At Florida Community College at Jacksonville, president Chuck Spence found his school operating at mid-summer in something of a leadership vacuum. All local trustees of community college boards in Florida are nominated by the governor to staggered four-year terms, subject to the approval of the state senate. Annual turnover on a board the size of Florida Community College's, which has eight members, generally is one or two positions a year, according to Spence. Terms expire on May 31 each year, and in mid-July, with an unusually high turnoyer of five seats and confirmation of new trustees bottlenecked in the state senate, the college's board lacked an official majority.

"It has created a dilemma," Spence said in July. "The bottom line is I have no quorum on the board." He noted that while confirmation of the new trustees was expected later in the summer, "we will probably undergo a period of about five



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weeks when there can be no official action on business of the college."

Despite such inconvenience, Spence and community college leaders in other states where local trustees are appointed by the governor vigorously defend the system, saying disruptions caused by turnover in the statehouse and the vagaries of party politics are a fair price to pay for a selection process that, for the most part, results in high-quality educational leadership.

"Regardless of the turmoil, it's a very good system," Spence said. "The current situation is the exception, not the rule. If good people are appointed, in the long run the system works. And in my six years of community college experience in this state, good people have always been appointed."

The current transition "is not any more unusual than any other time when there is a gubernatorial change," said Larry Tyree, president of Santa Fe Community College in Gainesville, Florida. "When a new governor takes office, he is expected to exercise authority in making new appointments.

"Any tensions occur mainly at the local institution when good people are no longer allowed to continue," Tyree said. "That's regrettable. It's also understandable." At Santa Fe this year, he added, one trustee whose term expired this year was reappointed and two were not. "Yes, we lose good trustees," he said, "but we also get good trustees. The quality has been similar."

According to Melba Maddox, a longtime employee of Florida's Division of Community Colleges, about 65 of the total 206 community college trustee positions in Florida have turned over in each of the last three years.

Several community college leaders indicated that, in the absence of formal standards and policies, a sort of committee-style nomination process that prevails—which relies on input from community leaders, legislative delegations, and even boards themselves to ferret out good candidates—serves in effect as an informal system of checks and balances that helps guard against purely partisan appointments.

Once the new trustees have been named by the governor and approved by a panel of cabinet members sitting as an education commission, Maddox explained, they are qualified to serve as voting board members until confirmed by the senate in the next regular session of the state legislature, which meets every spring for two months. But if those new appointees aren't confirmed within 45 days after the end of the legislative session, they in effect lose their position on the board and must be renominated.

This year, when the Florida legislature adjourned at the end of April, the senate had failed to act on the confirmation of 35 new trustees, according to Maddox. When the 45-day deadline came in mid-June, these trustees lost their official status—and Florida Community College at Jacksonville suddenly was faced with a governing board that had no legal power.

State legislative aides and assistants to Florida Governor Lawton Chiles, a Democrat who replaced Republican incumbent Bob Martinez this year, ascribed the turmoil to bureaucratic snags, not partisanship problems. They said several factors—including state budget priorities, a restructuring of the senate committee that confirms trustee appointments, and a major turnover of staff related to the change of administration—combined to create a backlog of work that held up appointments to many of Florida's more than 1,000 boards and commissions. They added that the new trustee appointments were scheduled for review at committee meetings later in the summer, with confirmation of most expected.

That the trustee appointment process is so widely endorsed is interesting given the almost uniform lack of official criteria on how trustees are to be selected and evaluated. In most states the only formal rule is a residency requirement.

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tee-style nomination process that prevails—which relies on input from community leaders, legislative delegations, and even boards themselves to ferret out good candidates—serves in effect as an informal system of checks and balances that helps guard against purely partisan appointments.

"It can be a good system if enough people are talking to each other, interacting with the board, and seeking out good feedback as to what the needs of the board are—not necessarily dealing with names but with areas of expertise," said Bill Rowell, a trustee at Midlands Technical College in South Carolina. While most appointments are likely to be made along party lines, he added, "power is diluted through the intermediary nominating process."

"That it's a highly politicized process goes without saying," observed the board chair of one community college in Florida who asked not to be named because his school was awaiting the appointment of two new trustees. "Does that necessarily mean the quality of leadership suffers? Not at all."

Andrew J. Futey, special assistant for boards and commissions in the office of Ohio Governor George Voinovich (R), said that in Ohio, the trustee appointment process is so heavily based on the strength of local referrals that senate confirmation often is pro-forma. "It's more of a rejection process than a confirmation process," he said, adding that sometimes the senate doesn't even review the appointments individually or hold hearings. And as a safeguard against the kind of turmoil that occurred in Florida this year, Ohio has provisions stating that if the senate doesn't act on the nominations within the present assembly term, all appointments made by the governor are automatically confirmed.

In some states with an appointment system, including Florida, Washington, and Maryland, the governor names all local trustees; in several other states the appointing authority is shared. In North Carolina, for example, the governor appoints four of the 12 voting members on each of the state's 58 local governing boards; four trustees also are appointed by county commissioners and four by local boards of education, all to staggered four-year terms that begin July 1. Board size, term lengths, and date of term expiration vary from state to state and even within some states.

Until recently, it was not uncommon for local governing boards to include trustees who may have served continuously for decades, some since the 1960s or '70s when the community college movement grew rapidly. Today, however, as many longtime trustees retire and board turnover increases, there is a trend toward setting limits on the number of terms a trustee can serve. In most cases this is left to the discretion of the governor. Several governors in recent years have adopted an unofficial two-term limit.

Joyce Turner, special assistant to the governor for executive appointments in Washington state, said Governor Booth Gardner (D) imposed an unofficial two-term limit "because he believes the first term is necessary to get up to speed and learn the issues and the second term is a chance to make changes, to provide the leadership. But after 10 years, it's time to allow someone else to provide that leadership and ideas."

In addition, some states or their governors have established attendance requirements. Any trustee in Florida who misses more than two consecutive board meetings is expected to notify the governor's office. By statute, local boards in North Carolina can declare vacant the seat of any trustee who does not attend three consecutive scheduled meetings without justifiable excuse. In Maryland, Governor William Donald Shaefer (D) requires each local board chair to submit attendance records, and any trustee who has not attended at least 50 percent of board meetings "customarily is not reappointed," according to Jim Tschechtelin, president of New Community College of Baltimore.

As in other states, the evaluation and review of trustees in Maryland is highly informal. "I don't recall any instance of an individual board member being dismissed in Maryland," said Tschechtelin, formerly the executive director of Maryland's state coordinating board for community colleges. "On the other hand, in some cases there may be a problem with an entire board, where the governor believes that board is not exercising its responsibility well." In such cases, board members are invited to the state capital and encouraged to make changes or undergo a performance review, according to Tschechtelin. That has happened a couple of times in the past decade, he said, adding: "It does get their attention."

To help fill the void in official informa-

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tion on trustee selection, community college coordinating agencies and trustee associations in some states are stepping in with recommended guidelines.

Concerned with the need to strengthen the pool of qualified applicants to governing boards and to improve the selection process, the New Jersey Board of Higher Education in 1989 adopted new recruitment and appointment procedures. The state board appoints two trustees to the county community colleges, subject to the approval of the governor.

Under the guidelines the appointing body in the county is required to establish a candidate search committee of at least five members and to nominate candidates based on criteria adopted by the Board of Higher Education. Among the criteria is a statement that, for local boards to remain non-partisan and independent, members should represent "diverse backgrounds and viewpoints," particularly with regard to professional experience and skills, interests, age, race, gender, and ethnic background. (By statute, at least two members of each board must be women.)

In South Carolina, where local trustee appointments are made on the recommendation of legislative delegations, provisions for ensuring diversity on the boards are set down in state law. In making appointments, the law states, "members of the community must be selected based on merit, regardless of race, color, creed, or gender," and goes on to say that "the appointing authority shall strive to assure that the membership is broadly representative of all of the cities of the counties involved."

"The way we approach this," said Gene Beckman, coordinator to the governor for appointments to boards and commissions, "is this doesn't mandate quotas, but it does mandate sensitivity to the makeup of the populace."

> In the end, many community college leaders see the appointment process as a good way to achieve a balance of proven leadership. Besides, they noted, any jolts in continuity that may occur from a rocky turnover are compensated for in large part by the growing professionalism of trusteeship, with a reliance on strong college orientation programs, training by ACCT and state trustee associations, and a trend toward review and self-evaluation by many local boards.

Community college officials in North Carolina said problems with politicization of appointments, and a need to provide some idea of qualifications or criteria for good trustees, led the North Carolina Association of Community College Trustees to develop a set of guidelines that it urges all appointing agents to follow in selecting new trustees (see sidebar, page 10).

"Some [trustees] are appointed for political reasons," said Helen Dowdy, assistant to the president for board affairs at the North Carolina Department of Community Colleges. "That's why the association developed the guidelines."

According to an aide in the North Carolina General Assembly, current tensions in the appointment process stem largely from a shift away from single-party [Democratic] dominance in the state. "Nearly all appointments these days are politicized because North Carolina is relatively new to the two-party system," said the source, who asked not to be identified. The state has had only two Republican governors in the past entury and there has never been a Republican majority in the legislature, the aide noted, adding: "Today, there is much more movement toward the Republican Party, especially among county commissioners and other local officials, and this has politicized almost all appointments to boards and commissions."

The state of Washington was mentioned by a number of community college leaders as a state in which the trustee appointment process is so highly de-politicized and systematic that it's basically resistant to the shocks of board turnover and transfer of power.

Vaughn Sherman, a trustee at Edmonds Community College in Washington, cred-

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ited in part the strong and impartial leadership of Governor Booth Gardner, a nationally recognized leader in education. Another factor he noted is a tradition of broad support for community colleges, which are fully funded by the state. Although Washington is small in terms of population—with about five million people—it is second or third largest in terms of per-capita delivery of community college education, with 27 schools providing 55 percent of all postsecondary education in the state, according to Sherman.

"If you look at the [trustee selection] system around the states, whether it's elective or appointed, I think you'll find it follows the funding," Sherman pointed out. "If it's fully state funded, it makes sense that the governor would make the appointments."

According to aide Joyce Turner, the governor of Washington is required by state statute to consider geography, ethnicity, professional and occupational diversity, and other factors in making trustee appointments. There also are legal strictures against potential conflict of interest. The statute further dictates that individual trustees—who are appointed to five-year terms—can be removed by the governor only for misconduct or malfeasance in office. Here, too, all nominees must be confirmed by the state senate, and candidates must file forms with the state's Public Disclosure Commission.

Turner said every five-member local board has a turnover of at least one seat each year. With trustee turnover occurring every September, the governor's staff begins in early summer reviewing any upcoming board vacancies. If the trustee whose term is expiring is eligible for renomination, his or her record of service is examined. If new candidates are to be considered for an opening, the staff also looks at the board as a whole with regard to considerations spelled out in the state statute. Said Turner: "We develop sort of an ideal profile of the kind of person we're looking for and then do heavy recruiting," talking with community leaders, county commissioners, representatives of business and industry, and other board members for recommendations on strong candidates.

Once nominees are selected, Turner's office does background checks, which may include talking with members of other boards on which the applicant has served or other people in the community who are familiar with the individual's professional experience and record of service. No personal interviews are done, Turner added, because of the workload associated with selecting nominees for some 400 different boards and commissions in the state.

"We have found that doing our homework at the front end of this process pays off in the long run," Turner said. "If problems develop later on it's more difficult to prove misconduct or malfeasance."

Aide Andrew Futey said newly elected Ohio Governor Voinovich has adopted tougher pre-confirmation procedures to strengthen the screening and selection of trustees "because he has made education a number one priority in the state of Ohio."

All individuals who are being considered for appointment to an education board receive a letter from the governor requesting additional information. According to Futey, the form asks trustee candidates questions such as these: Why do you want to become a board member? What strengths can you bring to the board? What have you done for the college (e.g., in financial support, activities, community involvement)? What, if any, college organizations do you belong to? What do you perceive as problems existing at the college, and what solutions do you propose?

The governor also asks prospective trustees to pledge a commitment of 15–20 hours a month for board-related work. The letter further stresses that because the position has high visibility in the community, appointees should realize they will be subject to public scrutiny and criticism, and must accept the ethical considerations that accompany the responsibilities of trusteeship.

Acknowledging that "about 90 percent" of the eight or so community college board appointments made by Governor Voinovich so far have been Republicans, Futey—echoing the comments of aides in other states—insisted that partisanship has a back seat to excellence. "The bottom line is, we're looking for the best individual who has the most to contribute to the college," he said.

Community college leaders and political spokesmen in several states cited instances of their current governors appointing trustees of the opposite political party. At Florida's Santa Fe Community College, current board chair Richard

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Trustee Selection Guidelines in North Carolina

In its guidelines for the selection and review of governing board members, the North Carolina Association of Community College Trustees suggests that individual trustees should have:

- "A willingness to dedicate necessary personal time, effort, and work to further the college's interest, including investing time in trustee orientation and education activities."
- "No conflict of interest that would compete with the interest of the college."
- "An extraordinary commitment to the open-door policy as well as the comprehensive educational and economic development mission of the community college."
- "Ability to communicate with business, industry, citizens, and community leaders in the college service area."
- "A willingness to work cooperatively as a member of a governance team."
- "A personal commitment to the principles of equal opportunity and affirmative action."

The policy adds: "Although a board of trustees should not become involved in partisan politics, it must maintain effective relations with both political parties as well as elected representatives at both state and local levels. . . . Members should work together to not allow partisan politics to overshadow the trustee selection process. Every effort should be made to keep antagonists and those with inappropriate interests off the board. All appointing agencies are encouraged to appoint compatible trustees since trustee relations are essential to fulfilling the joint leadership function of the board. Each board of trustees should be appointed so that it collectively has political as well as community credibility and strength."

Cunningham noted, ironically, that he was a registered Democrat when he was appointed eight years ago by Republican governor Bob Martinez and was a registered Republican this year when he was reappointed to a third term by Democratic Governor Lawton Chiles.

Recognizing the inherent politicization of the appointment process, many community college officials argued nonetheless that such a system is functional, and at least as effective as an elective one.

Under the appointment process, "you're likely to get people with a broad perspective," said Spence of Florida Community College at Jacksonville. Clark Maxwell Jr., executive director of Florida's State Board for Community Colleges, said that when the state legislature designed Florida's community college governing system, "the intent was to be able to get a greater cross-section [of trustees] through the appointment process . . . more consumer-type involvement at the board level."

"I don't think anybody really knows a better system," said Olon Ray, executive director of the State Board for Community and Junior Colleges in Mississippi. He suggested that appointees bring a broad agenda to the board and are not usually concerned with seeking future political office.

In Kansas, where local trustees are elected, Merle Hill, executive director of the Kansas Association of Community Colleges, said an argument he's often heard in favor of the appointive versus elective system is that "because the 'movers and shakers' of a community often are not interested in running for election, the power structure—local leaders who usually sit on the boards of important organizations—may not be as represented on the elected board of a community college as heavily as they should be."

Bill Rowell, an appointed trustee from South Carolina, is concerned about the quality of board members. He suggests that ineffective board members can be a serious problem.

"Of course," he added, "you've got that vulnerability, whether in an elective or appointment system, as to the competency of prospective trustees."

In the end, many community college leaders see the appointment process as a good way to achieve a balance of proven leadership. Besides, they noted, any jolts in continuity that may occur from a rocky turnover are compensated for in large part by the growing professionalism of trusteeship, with a reliance on strong college orientation programs, training by ACCT and state trustee associations, and a trend toward review and self-evaluation by many local boards.

ACCT provides training to trustees through meetings, publications, and special services to local boards. Trustees may receive recognition for their professional development efforts through the ACCT Trustee Education Recognition Program.

So, are trustees being appointed who are highly qualified and dedicated and who will contribute to the effectiveness of the whole board? According to trustees, college chief executives, state administrators, and state officials, the answer is "yes."

"To the victor go the spoils," Larry Tyree of Santa Fe Community College said of the gubernatorial appointment process. "It's all part of the system, and to my mind it works remarkably well." ■

—Diana L. Pabst

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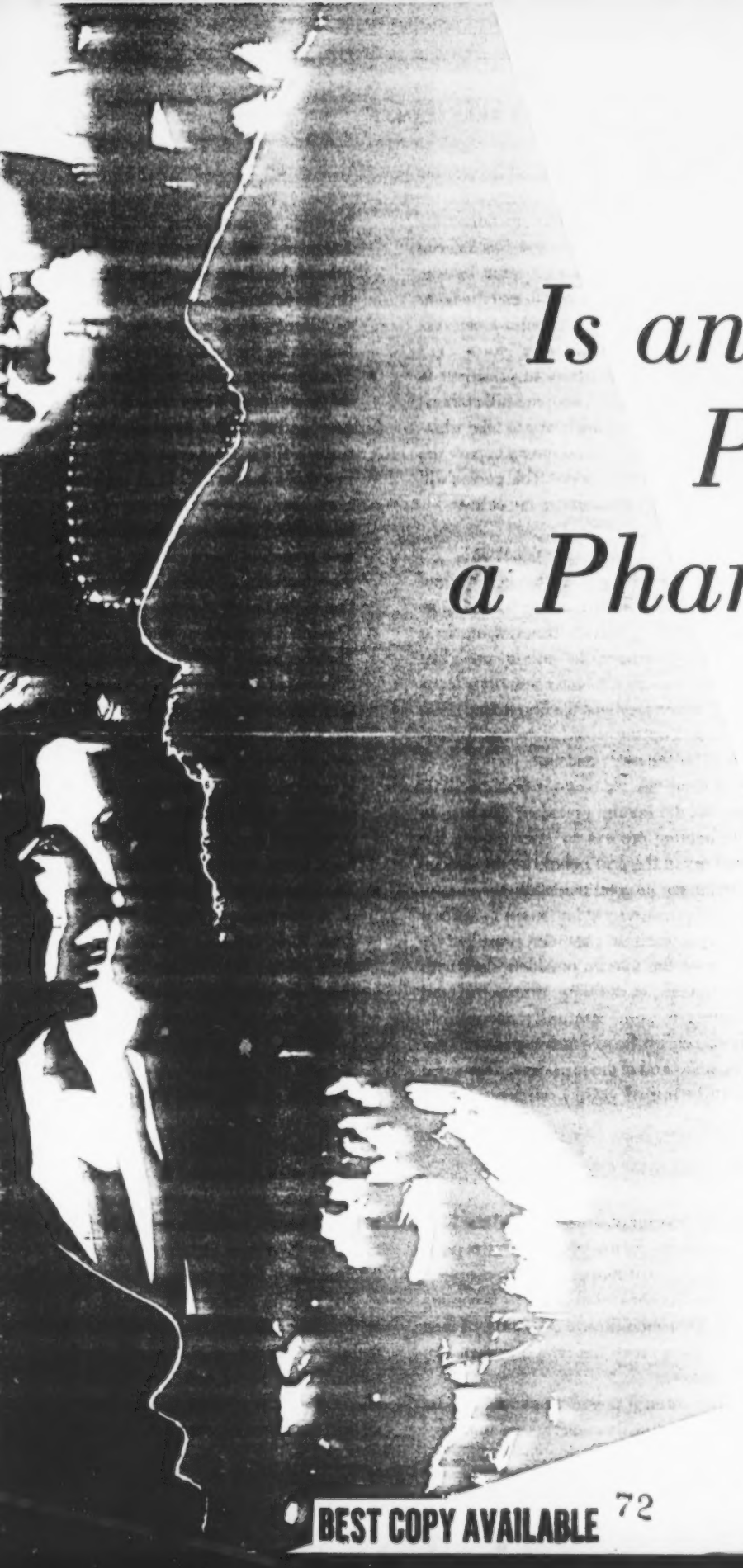

Is an Interim President a Phantasma?

In *Julius Caesar*, Shakespeare wrote, "Between the acting of a dreadful thing And the first motion, all the interim is Like a phantasma, or a hideous dream..."

Of course, Shakespeare was not referring to interim presidents, and today we know that interim presidents are not phantasmas or ghosts. They are real live people making a significant contribution to a college. Also, if the interim president does the job well, trustees will have *beautiful* not *hideous* dreams while searching for a new president.

When Do Knowledgeable Boards Use Interim Presidents?

When the current president resigns, retires, takes another position, dies, or is terminated, the board needs to assure the efficient ongoing operation of the college. This is the ideal time to consider hiring an interim president.

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How to Choose an Interim President

- Work through an established organization, such as ACCT.
- Choose an interim president who has had successful experiences both as a college president and as an interim president.
- Talk with the board chairs of his or her previous interim positions.
- Talk with the new presidents to see whether or not their jobs have been made any easier because of the interim president's work.
- Talk with the faculty leaders, and any others you feel might give you some insight into the interim president's ability and style of leadership.

Why Should a Board Hire an Interim President?

Your community college is one of the most important resources in your community, and *choosing the new president of this valuable resource is the most important function of a board of trustees!* Therefore, the search/selection process needs skillful handling, because if it is not done well, the college will not get the best president it needs and deserves.

Consequently, the search/selection process should involve professional experts, who have a proven track record, to work with the board and the selection committee.

In the interim, the board should employ an experienced president as interim, not "acting" president. ["In the Interim" is the name of the newsletter the author used at each of the four community colleges where he has served as interim president; to communicate what he was doing to the staff, the board, and the community.] An acting president is a caretaker, just "watching the store" for a short period of time. An interim president is hired to take charge, with the full authority and support of the board to take whatever action might be necessary to pave the way for the new president. This person will bring a new perspective to the college.

What Does an Interim President Do?

Besides serving as the temporary chief executive officer of the college, keeping its day-to-day operation functioning in a creditable manner, the interim president helps the entire staff and community focus its attention (perhaps the first united effort in years) on the search/selection procedures for the new president.

If there are old wounds from previous battles, the interim president can help in the healing process by encouraging the staff to put the past behind so the college can pursue its great potential.

But perhaps most important in making a smooth transition between presidents is the work the interim president does with the trustees in defining, discussing, and coming to some mutually acceptable agreement on the role and responsibility of the board and of the president. This is the foundation of good board/president relations.

What Should the Interim President *Not* Do?

- The interim president should *not* be a candidate for the job. The interim president should make it clear to everyone from the outset that he or she is coming in for a short time to do a job and then to move on so the new president can take over.
- The interim president should *not* be involved in the search/selection process other than to assist in handling the logistics of scheduling notifications, interviews, and receptions. When the process has been developed carefully, the selection committee will do an excellent job of recommending five finalists for the board's final approval.
- The interim president should *not* make major changes which should be the prerogative of the new president—unless they are necessary in rare instances and with board approval. Even then, such major changes might be made on a temporary basis until the new president has a chance to assess the situation and make a recommendation to the board.
- The interim president should *not* be a "hatchet man." Although there may be a few cases where termination is necessary before the new president arrives, the interim president and the board should agree at the beginning that the interim president will study such situations thoroughly and make recommendations to the board only after carefully considering all other alternatives.
- The interim president should *not* dwell on the past, nor on the previous president. There will naturally be some negative stories around, but the interim president must be positive and upbeat, urging the staff to look forward, not backward.

Specifically, How Does the Interim President Do the Job?

The interim president should use a professional team approach, always communicating to the board, the college staff, and to the community what he or she is doing and why. Everyone should also be kept informed as to the progress of the search.

The interim president must make the staff members feel good about themselves and the college image. The use of regular administrative channels should be encouraged, but a "sincere open door" to all staff members should be maintained.

What Are the Advantages of Using an Interim President?

To the Board: It will have a sense of pride at having hired a seasoned professional who can save the college time and money in the long run. The total procedure results in having an excellent new president come on board with everything in place.

To the Students: The transition between presidents should be so smooth that the education of the students—the main reason we are all in this business—will not be disrupted. Things will proceed without missing a beat.

To the Staff: Perhaps for the first time in years, everyone will be focusing on a common goal and feeling good about being on the team to select a new, exciting, dynamic leader.

To the Community: The community leaders will notice that the college is maintaining an image of professionalism, handling the entire process in a logical, systematic, and effective way. Community representatives will be involved in the total process and will be kept informed all along the way.

To the New President: Much of the foundation will have already been laid for the new president's forthcoming efforts. He or she has an "advisor" when coming in. The interim president will spend one or two weeks bringing the new president up-to-date on the status of the college. However, the new president is in charge *on the first day*, at which time the interim president becomes a consultant. The staff must be informed of this early so there is no confusion over who is in charge.

To the Internal Candidate: It is not fair to the internal candidate to be put in an "acting" position as president. While the search/selection procedure is in progress, such an internal candidate is in a lose-lose situation. If necessary difficult decisions are made, certain trustees or staff members with whom he or she will have to work later may be offended. If the decision is "the right one," but unpopular with members of the selection committee, the internal candidate may have "acted" right out of the job. And the reverse is also true—if he or she plays it safe and makes no decisions which might offend someone, the internal candidate will be viewed as having no initiative or courage.

To the Interim President: The interim president can be effective because he or she can be objective. There are no axes to grind, no loyalties except to the board and to the college. And the interim president can be straightforward with the board in dealing with delicate problems—particularly in explaining that the new president has no chance to succeed unless the board members know how to handle their own responsibilities as trustees. Using past experience, the interim president can set the tone for good board/president relationships.

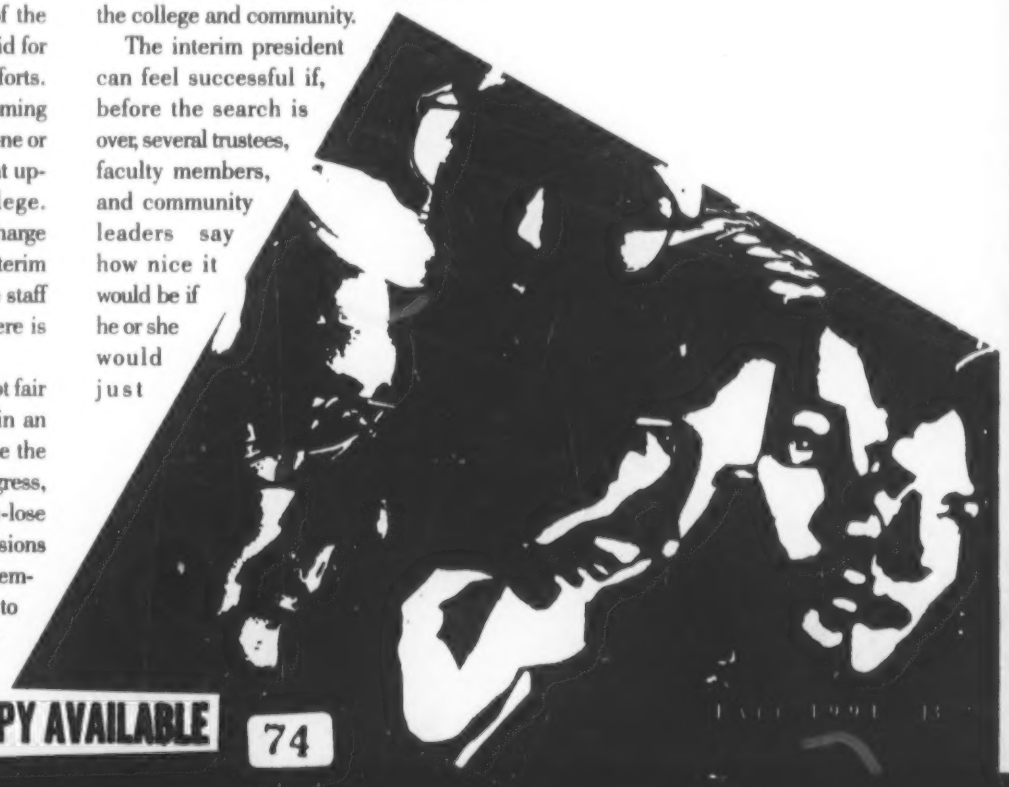
The most rewarding part of the interim president job is to see the search/selection process culminate in the new president's appointment, and to work with the board to make certain that the new person is welcomed with open arms by all segments of the college and community.

The interim president can feel successful if, before the search is over, several trustees, faculty members, and community leaders say how nice it would be if he or she would just stay and be their permanent president. This is very flattering and ego-satisfying. But it is wonderful to be able to say, "No thanks. That's a very nice compliment, but I know that the search procedure will result in your getting an outstanding new president—and it's about time for me to go home and play with my grandchildren and go fishing!"

Good luck on your next presidential search, and don't forget to consider using an interim president—the non-ghost who will prevent you from having hideous dreams. ■

—Walter Browe

(Walter Browe retired as president of Lake Michigan College, MI, in 1985. Since that time he has served as interim president at North Idaho College; Butler County Community College, KS; Dodge City Community College, KS; and Highland Community College, KS.)



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CALENDAR

Trustee Education Opportunities
October–December, 1991

October

2–4
Association of Boards of Trustees of Community Colleges of SUNY
Fall Conference
Rochester, NY

3–4
AGB Workshop: Strategies for Presidential Search
Washington, DC

16–19
ACCT Annual Convention
Mississippi Gulf Coast

21–22
Virginia Community College System:
State Board and Local Boards
Charlottesville, VA

24–25
Federal Update Conference:
ACCT/AACJC Joint Commission and Metropolitan Community College
Omaha, NE

25–27
Kansas Association of Community Colleges
Wichita, KS

28–29
Texas Association of Community College Trustees and Administrators
Austin, TX

November

6–8
Florida Association of Community Colleges
Clearwater Beach, FL

8
AGB Workshop: Establishing and Developing an Effective Public College or University Foundation
Denver, CO

15–16
Oregon Community College Association
Newport, OR

15–17
Community College League of California
Santa Clara, CA

18–19
AGB Workshop: Fund-Raising Leadership (Independent Colleges and Universities)
Boston, MA

21–23
Missouri Community College Association
Lake of the Ozarks, MO

FINANCIAL AND BUSINESS POLICIES

The Economic Impact of Garden City Community College

Garden City Community College President James Tangeman recently asked the taxpayers of Finney County, Kansas, "When was the last time you received a 900 percent return on an investment?"

Last spring an economic impact study was completed, showing that for every dollar the Finney County taxpayer puts into Garden City Community College, a benefit of $9.66 is returned.

"This is important for people to consider," said Tangeman, "since many times the college is thought of as having an impact from only an educational standpoint. While it is true that our primary purpose is to provide higher education opportunities, another truly significant fact is that the college also serves as a potent economic tool for its community."

Garden City surveyed students, outlined local business generated by the college, and gathered details on the contribution employees make to the local economy. The college was found to generate a net economic impact of over $34 million a year in Finney County. Last year the college received about $4 million from local tax revenues while providing total business volume of over $38 million.

"About 80 percent of Garden City employees own their own homes and are listed on the Finney County tax rolls," said Tangeman. "They pay $123,775 per year in property taxes, and create $3,070,145 in annual spending in the community.

"Of course most people notice when students come back to school, especially our retail merchants, since students spend $367,342 per month, or $3,508,830 per year, in addition to residence halls, cafeteria, and tuition.

"A total of $2.6 million is spent by the institution for goods and services within the county. A college truly is a big business, and its diversity requires many kinds of services, supplies, and equipment," he said.

"The bottom line," said Larry Fowler, dean of admissions and study director, "is that when the college buys equipment and classroom supplies, automobiles, goods, services, food, and other items, our students aren't the only ones who benefit. The people of Finney County reap a valuable economic benefit too."

The study's structure was based on research by the American Council on Education and work on file at the Council for Advancement and Support of Education.

In plain dollars, the college generated almost $10 million in local purchases by students, employees, college visitors, and the college itself. However, that's still an incomplete picture without application of an economic multiplier. Most economists maintain that one dollar invested in a given economy will "turn over" up to seven times. In other words, spending one dollar generates seven dollars.

Garden City took a much more conservative approach and applied an economic multiplier of only four. ■

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Economic Impact...over $38,000,000.00

Part of GCCC's partnership with the community

It's no secret that Garden City Community College carries out a major role in the expanding community of Garden City and Finney County. GCCC offers recognized academic and technical learning opportunities to a growing number of people, and meets the need for an increasing range of important public services. However, it may be surprising to learn how much GCCC also contributes to the Finney County economy.

A comprehensive new college study discovered the following facts and figures:

$38,652,148.00 That's the amount of business volume Garden City Community College produces in a year for the people of Finney County. This is calculated by applying the conservative economic multiplier of 4 to the total spending generated in Finney County by GCCC students, employees, and the college itself.

$34,652,148.00 This is GCCC's net economic impact on Finney County. For the $4 million GCCC is allocated from local tax revenues, the college provides $34,652,148.00 in economic benefits for the public.

NEARLY $10 MILLION The total dollars spend in Finney County during one year by students, empioyees, GCCC visitors, and the college itself add up to $9,663,037.00.

$3,508,830.00 That is the amount of money brought into the Finney County economy by students purchasing supplies, lodging, food, recreation, entertainment, transportation, and other goods and services during the course of a nine-month academic year.

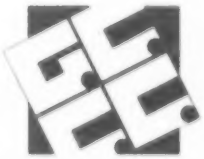
$3,070,145.00 This is the amount GCCC employees spend in Finney County over a year's time for housing, food, insurance, medical, legal and other professional services, transportation, recreation and entertainment, consumer products, automobiles, and additional goods and services.

$2,600,000.00 GCCC invests this much in Finney County over the course of a year for equipment, maintenance and repairs, travel, communications, books, utilities, food, insurance, and other essential services and goods.

$810,530.00 Here is the annual total of money brought into Finney County by people attending special events at GCCC, such as dramatic presentations, concerts, athletic competitions, seminars, workshops, and lectures; as well as by families and others visiting students; and people who come to Finney County to visit employees of the college.

THE BIG PICTURE $1.00=$9.66 Here's a simple way to look at the big picture. While GCCC receives $4 million a year from Finney County tax revenues,it generates $9,663,037.00 in local purchases. Economists know that one dollar invested in a given economy will "turn over" up to 7 times. In other words, if you spend $1, you generate $7. The GCCC study took a much more conservative approach, applying an economic indicator not of 7, but only of 4 to that $9,663,037.00 expenditure. The result is that the people of Finney County reap $38,652,148.00 in benefit from investing just $4 million in the community college. In effect, every tax dollar allocated to GCCC creates $9.66 in local business volume—a return of better than 900 percent.

A FINAL WORD First and above all, GCCC is an institution devoted to supplying learning opportunities and valuable public ser vices. Tocarry out this mission, the college invests its resources in employees, equipment, programs, cooperative arrangements, and facilities. While this investment pays off by enhancing the quality of life for the people of Southwest Kansas, it also makes Garden City Community College a strong partner in the economic growth and well-being of Finney County.



Garden City Community College

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Los Rios Community College District Transfer Students Do Well

According to a study just published by the Los Rios Community College District in Sacramento, California, in cooperation with the University of California, Davis (UC Davis), and California State University, Sacramento (CSUS), graduation rates of students who transferred compared favorably with those of students who began as freshmen at the two universities.

The study found that 81 percent of the UC Davis transfers and 52 percent of CSUS transfers graduated. UC Davis indicated that 72 percent of its Fall 1981 native students graduated at the time of the study, while 40 percent of Fall 1981 native students graduated at CSUS in the same time period.

Moving On: A Cooperative Study of Student Transfer tracked 1,786 students who transferred to UC Davis (165) and CSUS (1,621) from American River, Cosumnes River, and Sacramento City Colleges during the 1983–84 academic year. The study followed the students' progress through the universities and examined gender and age differences, the effectiveness of remediation, grade attainment, and graduation rate.

Only those students who had completed 56 or more units at one of the three colleges or who were credited to the colleges by the universities were included in the study.

"The research is based on students who received the majority of their transfer education at our colleges," said Janis Cox Jones, district director of planning and research for Los Rios.

The study found that transfer students often must overcome learning deficiencies before achieving their educational goals. A significant finding concerned the number of students who took remedial courses in English and math before graduating. Thirty-three percent of the UC Davis transfer students and 48 percent of CSUS transfers took remedial course work. The finding runs counter to a commonly held notion that few remedial students persevere and transfer.

Although remedial students in the study group had to persist longer to transfer, they performed nearly as well as non-remedial students at the universities.

According to the researchers, these findings suggest that remedial courses at the community colleges are indeed helping students to overcome deficiencies and that previous need for remediation has little effect on future success; and community colleges are helping students to transfer who were not eligible to attend UC or CSU directly from high school.

The study also looked at how long students took to transfer. Students who transferred to UC Davis averaged six semesters to complete their community college work, while CSUS transfers averaged seven semesters. Those who took remedial work averaged one year longer. The indication is that transfer students are moving through the system at a fairly rapid rate, in spite of the fact that many work at least part-time.

For students, the message is a clear one: good performance at the community college level can mean successful transfer and a good possibility of attaining the baccalaureate degree, even for students who have to take remedial courses first to strengthen their abilities. ■

The Two Transfer Groups Differed Demographically

	Ethnicity					Gender		Age				
	White	Asian	Hisp.	Black	Am. Ind.	M	F	18–20	21–24	25–29	30–39	40+
Fall '83 Los Rios Students	65%	8%	7%	10%	2%	44%	56%	28%	22%	18%	20%	12%
UC Davis Transfers	60%	23%	6%	6%	1%	56%	44%	58%	22%	14%	5%	2%
CSUS Transfers	64%	14%	7%	7%	1%	50%	50%	37%	34%	15%	10%	5%

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Community College Presidents of the Future: Do Trustees Know Who They Will Be?

GEORGE B. VAUGHAN

It has become something of a cliché to observe that the community college trustee's most important role is the selection of the college president. Like most clichés, this one contains enough truth to assure that most trustees take the selection of a president quite seriously. In most instances, trustees have performed the selection of presidents quite well, for the nation's community colleges have had many outstanding leaders as their presidents. But, to invoke yet another cliché, the times, they are a'changing. Today, and in the future, trustees must not only be concerned with selecting a president from a group of qualified applicants, but must now be concerned with the gender and ethnic makeup of those waiting in the presidential pipeline.

Trustees must know what avenues lead to the presidency, especially as changing demographics reshape the community college's student body and, indeed, the nation's future. Trustees must seek presidents who are not only competent but who will serve as role models and mentors for minorities and women, if these groups are to have an equal opportunity at grabbing the brass ring on the presidential merry-go-round. Trustees, then, must examine the presidential pipeline to see if it mirrors the increasing numbers of minorities and women who deserve the chance to lead the nation's community colleges. If trustees do not like the makeup of the presidential pipeline, they have three choices: (1) they can choose from those in the pipeline, thereby admitting that racial and ethnic diversity at the presidential level is not one of their goals; (2) they can go outside the traditional pipeline in selecting presidents, seeking qualified women and minorities from business and industry, the military, and other sources; or, (3) they can see that the composition or the groups in the pipeline are changed.

Trustees have the right and the responsibility to determine who the community college presidents of the future will be. But for trustees to choose number one exclusively, is to preclude many outstanding candidates, for the presidential pipeline is in danger of running dry as far as a flow of minorities into the presidency is concerned. Moreover, the flow of minorities in the pipeline is likely to diminish to a mere trickle unless trustees take action to increase the flow of minorities into the presidency.

Pathway to the Presidency

Before looking at who is waiting in the presidential pipeline, trustees must first be aware of the professional pathway travelled by those who have already made it to the presidency. Eight hundred and thirty-eight presidents were surveyed in my 1986 study of the community college presidency. The results were revealing: over 38 percent of the current presidents served as their institution's academic dean immediately prior to assuming the presidency; over 12 percent moved into the presidency from the vice-presidency, a position that normally has academics under its purview; and immediately prior to becoming presidents, almost 5 percent were deans of community services, an academic position on many campuses. The conclusion is clear: the academic pathway, more than any other, leads to the president's office, with the academic dean's position the most important stepping stone on the pathway.

Who Is Waiting in the Pipeline?

Trustees need to ask themselves if the presidency of the future will include more women and minorities. But can this question even be answered? Yes, at

George B. Vaughan is professor of educational leadership and director of the Inter-Institutional Research Council, Institute of Higher Education, The University of Florida.

COMMENTARY

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least partially, by examining who is in the pipeline. Who are the current academic deans, when viewed from the perspective of gender, race, and ethnicity?

The following information resulted from a 1988 survey of the 1,169 individuals (over 53 percent completed and returned the survey) identified by the American Association of Community and Junior Colleges as the chief academic officers at the nation's public community colleges. The results of the survey were reported in *Pathway to the Presidency: Community College Deans of Instruction*, published by the Community College Press in 1990.

The survey revealed that of the current deans of instruction, 79 percent are male; 21 percent are female; 3.2 percent are Black; 1.8 percent are Hispanic; and 2.0 percent are from other racial or ethnic minorities. This demographic profile reveals that a higher percentage of women are deans (21 percent) than are presidents (approximately 10 percent); the profile also reveals that minorities are grossly underrepresented in the presidential pipeline, a situation that bodes ill for the community college if diversity in the presidency is a concern of trustees.

Just as most of us do not think of percentages when we talk about such things as arms reductions (we want to know how many missiles the Russians are dismantling), most trustees do not think in percentages when recruiting a president. Rather, they are seeking one individual to lead one college at one point in time. What, then, are the actual numbers trustees will deal with in the future? Who will be the presidents of the future?

For the purpose of this discussion, assume that the 619 deans who returned the survey are representative of the 1,169 deans nationwide. Using the 1,169 as the base, who is in the pipeline leading to he presidency in terms of actual numbers, at least as far as those presidents who will come from the academic deanship are concerned? We can estimate the following: the overwhelming majority of the current deans, 923, are male; 246 are female. In regard to race and ethnicity, 1,087 are white; 38 are Black; 21 are Hispanic; and 23 are from other minority groups. The conclusion: the great majority of academic deans in the pipeline are white males.

Assuming that the 55 percent of the current deans who aspire to the presidency are successful in obtaining one (a likely assumption since there are approximately 127 community college presidencies vacant each year), it can be estimated that approximately 640 of the 1,169 deans will at some point assume a presidency. Trustees must ask themselves how many of the 640 will be women and how many will be minorities.

By applying what we know about the demographic composition of current deans, it can be estimated that of the 640 deans who will be presidents, approximately 135 will be female, 20 will be Black, 12 will be Hispanic, and 13 will come from other minority groups.

How well are trustees meeting the oft-stated goal of bringing more women and minorities into the presidential ranks? Assuming that the past is prologue to the future and that the academic deanship remains the most important single pathway to the presidency, the future is less than bright; if providing diverse role models at the presidential level for diverse students is a goal, the future is less than bright; if bringing more women into the presidency is a goal, the future is somewhat more encouraging, but still falls short of diversifying the presidency to a degree that would even come close to reflecting the community college's student body of which women comprise over 50 percent. Unless trustees make changes in how they identify, recruit, and employ future presidents, the conclusion must be that the majority of future community college presidents will be white males.

Socioeconomic Considerations

Diversity comes in many packages, of which gender and racial and ethnic diversity are important components. Diversity can also be fostered through socioeconomic diversity. With this in mind, what do the current presidents and deans look like in regard to their socioeconomic backgrounds?

The overwhelming conclusion reached in the study of the academic deanship is that current academic deans are mirror images of current presidents in regard to socioeconomic levels, educational background, and other key indicators. For example, the educational level of the mothers and fathers of deans and presidents is essentially the same for both groups; the jobs held by their parents are essentially the same, although more mothers of presidents are homemakers than are mothers of deans; the attitude of both groups toward scholarship is the same; and the educational level and background of current deans are almost the same as presidents. The spouses are similar, although more spouses of deans work outside the home than do spouses of presidents. To my amazement (and trustees should pay attention), current deans even take, on the average, 13 days of vacation each year, exactly the same number of days that presidents take; this is in spite of the fact that both deans and presidents earn over 20 days of vacation each year. (Should trustees insist that presidents take their allocated days?) The average ages (50.7 years for presidents and 48.3 years for deans) of the occupants of the positions are much closer to each other than might be expected, considering that the "junior" of the two positions is a likely heir to the "senior" position. If further evidence is needed regarding who will head the nation's community colleges in the future, trustees can ponder what it means to the future of the presidency that over 90 percent of the current community college presidents came from within the community college ranks, a percentage that will continue to go even

higher if the trend of the past two decades continues.

In summary, regardless of gender, race, or ethnic background, current academic deans—future presidents—closely resemble current presidents in both professional and personal backgrounds. With these facts in mind, an important point trustees must consider is that if the presidency of the future is to be more diverse than the presidency of today, the diversity must come from factors other than from educational or socioeconomic backgrounds of deans, assuming the past mirrors the future. As suggested above, to bring diversity to the presidency, trustees must go outside the traditional presidential pipeline or bring new and diverse individuals into the pipeline.

Recommendations for Increasing Diversity in the Pipeline

- Female and minority deans should view the presidency as being within their grasp, indeed, view themselves as highly desirable candidates and make the position a career goal;
- More minority faculty must be recruited and, after having gained teaching experience, encouraged to move into the administrative pipeline;
- More female faculty should be encouraged to move into the administrative pipeline;
- More graduate programs should place more emphasis on recruiting minorities and women into their programs and placing them in positions of leadership (The University of Texas at Austin's program is a good example of what should be done in this regard);
- Vacant division chair positions and academic deanships should be filled with women and minorities, when feasible;
- Current deans and presidents must work to diminish the image and reality of the all-white, all-male, "old boys club" and welcome women and minorities into all college activities;
- Minorities and women need mentors and role models; until such time as there are enough minority and female mentors, white males, especially presidents, must volunteer to fill this role;
- Women should continue to expand their efforts at providing professional networks for other women;
- Minorities should strengthen their peer networks and use these networks;
- The AACJC must begin to collect data on race, ethnicity, and gender of community college leaders;
- Trustees must be familiar with who is in the presidential pipeline and apply the knowledge gained to the presidential selection process;
- Trustees must seek qualified candidates, while rejecting the belief that they must always employ "the best qualified candidate," if "best qualified" just means more experience, greater seniority, and more time in grade;
- Trustees, current presidents, and others should realize that there are many pathways to the presidency other than the academic deanship and recruit candidates from these alternate pathways to increase diversity. With this in mind, qualified women and minorities should be identified from both inside (student services, administrative services, community services) and outside the community college field, recruited, employed, and viewed as potential presidents, regardless of their positions within the college or elsewhere;
- Finally, assuming diversity in the presidency is a goal, trustees must see that many of the above recommendations are acted upon, both locally and nationally

Trustees Face the Future

The diversity represented by the community college's students is a reflection of the nation's population, and particularly of the work force that increasingly is made up of more minorities and women. Will the community college presidency reflect the diversity of the students attending these institutions? Will the presidency reflect the composition of the work force? The answer is no, not unless some actions are taken by trustees to change the existing situation, for those individuals waiting in the presidential pipeline will continue to resemble current presidents in more ways than might be desirable as the nation's community colleges approach the millennium. ■

(Portions of this article were published in Leadership Abstracts, *vol. 4, no. 5, April, 1991, League for Innovation in the Community College and the Community College Leadership Program, The University of Texas at Austin.)*

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspectives on issues of importance to lay board members.*

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1991 - 92 Convention and Seminar Schedule

Annual Convention

October 16–19
Mississippi Gulf Coast

National Legislative Seminar

March 1–3, Washington DC

Regional Seminars

Pacific Region, April 30–May 2
Portland, Oregon

Central Region, May 7–9
Columbus, Ohio

Northeast Region, May 28–30
Williamsburg, Virginia

Southern Region, May 28–30
Williamsburg, Virginia

Western Region, June 11–13
Snowmass, Colorado

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